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THE DEVELOPMENT OF MODERN EDUCATION IN NEGARA BRUNEI DARUSSALAM
WITH SPECIAL REFERENCE TO PROVISION FOR THE DISABLED

HAJI ABDULLAH BIN HAJI SAMAN

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Thesis submitted to the University of Durham in fulfilment of a
degree of MA in Education Faculty of Social Sciences



25 JAN 1990

Dedicated to:

My Wife, Fatimah Binti Haji Lianaf;

and

My Daughters; Fatillah Amalina,
Fatillah Ili

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Finally but not least, I would like to express my gratitude to my wife Fatimah, my daughters Tolly and Fiffy, for their support and patience in Brunei while I was studying in Durham.

ABSTRACT

This thesis is a study of the provision for the handicapped in Brunei Darussalam set in the context of the general evolution of education in the country since schooling was first introduced on a formal basis about eighty years ago. The first chapter describes the salient geographical, economic, demographic and cultural characteristics of the country. Chapter 2 presents an outline of the development of education together with an account of its current structure and organisation. Chapters 3 and 4 are detailed analyses of the 1972 and 1985 education policies respectively. These policies are important because they continue to provide the ideological basis for the system. The reasons for the changes in emphasis between the two policies are discussed. Chapter 5 sets out the ways in which the handicapped are currently defined and identified in Brunei. Chapter 6 is a consideration of the roles of the various agencies currently involved with the handicapped and the relationships among them. Chapter 7 describes the present provisions for the handicapped and offers suggestions for how to these could be modified to make them both more effective and more comprehensive. Chapter 8 consists of recommendations for the additional services which are required if all the handicapped in the country are to receive fully adequate care, support and training. It is stressed that the concept of the Welfare State should be embodied in legislation which should both implement mandatory services and clearly define the responsibilities of the various agencies involved. The crucial element in provision for the handicapped is appropriate education and training but for a fully integrated service, the co-operation of other government departments must be ensured. The emphasis throughout the study is essentially practical; that is, what can realistically be done given the present development, resources and attitudes of Brunei Darussalam.

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INTRODUCTION

Brunei is a Muslim Sultinate. Since 1888 the political system has passed through a period of colonial government, to internal independence in 1959 and then to full independence from 1st January 1984. Under the Constitution, ultimate power resides in the Sultan whose office is hereditary and who nominates the members of government and makes all major policy decisions. While in theory the system is an autocracy, this is mitigated in practice by a genuine regard for the welfare and prosperity of the people and by a limited local democracy in the popular election of the Heads of villages. Though it is true that the system probably still suffers from a lack of adequate consultation and popular discussion, there is a growing appreciation that even the best policies will only function effectively if they are fully accepted and understood by those who have the responsibility for implementing them. The country enjoys great political stability and the wealth from oil has generated a per capita income which is one of the highest in the world. In this context effort and resources have been devoted to developing a sense of national identity, a diversified economic base and the relevant infrastructure. Not least has been the recent expansion of the social services including education.

Though it has a long history, as at present constituted, Brunei is a young country which still faces all the problems of development. There is the problem of reconciling the need to establish a Bruneian consciousness with an international outlook and contacts. Thus, though Islam is the official religion of the state and its principles and practices are fully observed by the Muslim majority, no restrictions are placed on the exercise of the various faiths professed by the minorities in the country. The bilingual policy, which accords equal status to the Malay and English languages, is designed to ensure that both culturally and commercially the people are free to operate beyond the frontiers of a single linguistic group. In particular the government is fully aware that, of the

prosperity of the nation is to be prolonged beyond the point when the oil resources are exhausted, the introduction of the science based technologies is essential. And these can only be learned, disseminated and practised if there is a widespread access to the literature of science through the medium of English. Brunei cherishes its traditions and characteristic way of life, but at the same time, seeks to be in a position to discover and adapt to its needs, ideas and institutions from other countries which it believes can be beneficial.

A second problem, which Brunei shares with all developing nations, is the shortage of skilled manpower. Inevitably, there has been a heavy reliance on the recruitment of appropriately qualified ex-patriates. This situation will undoubtedly be continued for some time to come. But it cannot constitute a satisfactory permanent solution to the problem. Ultimately, Brunei must find among its own people the whole range of skills which it needs for its future development. In this enterprise education is clearly crucial and the effort and resources which have been devoted to education in recent years are a recognition of this fact. Schools have spread across the country, there has been a great expansion of teacher training and curricula have been revised to bring them into line with the aspirations of the nation. The establishment of the University of Brunei has completed the structure of indigenous higher education. But the University cannot, as yet, offer a full range of courses and for post-graduate work students need, and in some specialisms probably always will need, to go abroad. This situation reinforces the importance of the English language. However, while stressing education, Brunei at present has no specifically educational legislation and in particular no law making schooling compulsory for all children. In this Brunei is not unique among developing nations, but it remains an anomaly which should be rectified at an early opportunity.

One group which is particularly disadvantaged by the failure to

enforce universal education is that of the handicapped. In any country, acceptance of formal education as a normal part of the life of every child, grows only slowly. ^{In countries} ~~It continues~~ where compulsory schooling has obtained for a long time, it is difficult to remember that, in its origins, it tends to be seen not as a right to be enjoyed, but as a major infringement of personal liberty. Where there is obligatory education parents ^{lose} ~~have~~ the freedom to decide what their children will do and are deprived of the help of their children in their occupations. As an understanding of the importance of education spreads, it tends to reach last those parents whose children seem least likely to be benefitted by it. If all the children who are in some way handicapped are to be brought early within the education system, then some form of compulsion is necessary.

The present provision in Brunei for those who are handicapped, both children of school age and adults, has developed on a somewhat ad hoc basis. It suffers from a lack of cohesion both in its administration and in its organisation and there are serious gaps in the services. There is a firm intention to afford to the handicapped the support and training which they need in order to achieve their maximum potential but this has not so far been embodied in a coherent and comprehensive policy. The majority of the handicapped undoubtedly do come to the notice of the relevant authorities but some certainly remain unknown. The Education and the Health and Welfare Departments both provide some facilities, but there is no legal definition of their respective spheres of responsibility. The state recognises a moral and social duty to help those of its citizens who are least able to help themselves but, as with education, the appropriate legislation is missing.

It is the intention in this thesis to consider some of these issues. The author works as an officer in the Welfare Department of the Brunei Government. The chance of a year's study abroad has been used as an opportunity to reflect, at

length and at a distance, on what is being done, how it could be done better and what needs to be done in addition. The relevant theories are already sufficiently understood among professional workers in Brunei. The problems which face them are essentially practical. At the administrative level it is a matter of how to organise the existing services so that they are able to deliver the maximum benefit to those for whom they are intended. At the executive level it is a problem of training enough people in the appropriate professional skills. There is also a need for careful consideration of what buildings, equipment and other facilities are necessary. And finally, it is essential to create positive public attitudes and secure the greatest possible co-operation from the community as a whole. None of these tasks is easy. ^{The author} ~~He~~ felt he could make the best return for a sabbatical year of study through a detailed analysis of the situation and, arising from that, recommendations for improvements and additions which can realistically be achieved in the fairly short term future.

The Bruneians are a cheerful and kindly people. If they know clearly what has to be done and how it can be done, they are well able to achieve the education of all their children and the care of all their handicapped.

CHAPTER 1

BACKGROUND OF NEGARA BRUNEI DARUSSALAM

GEOGRAPHY

Topography

Brunei Darussalam is situated on the North West coast of the island of Borneo, between longitudes 114 23' east and latitudes 4 and 5 5' north. It has a total area of 5,765 square kilometres and a coastline of about 161 kilometres. It is bounded on the north by the South China Sea and on all other sides, by the Malaysian state of Sarawak which also divides Brunei Darussalam into two parts. The eastern part is the Temburong District while the western portion consists of the Brunei/Muara, Tutong and Belait districts.

The land surface is developed on a bedrock of tertiary age, comprising sandstone, shales and clay. The terrain rises in the western part to about 300 metres. To the east, the wide coastal plain rises to a height of 1,841 metres above sea level at Bukit Pagon in Temburong district. Several factors have influenced the moulding of this surface into its present form, namely the comparatively youthful state of the present cycle of geological erosion, the nature and the angle of dip of the strata and the climatic factors of high rainfall and temperatures that maintain a dense forest cover on all landforms and induce deep chemical weathering and rapid erosion. These have combined to produce a strong undulating ridge and valley terrain with universally steep slopes. Erosion occurs even under the forest canopy but the rate is considerably accelerated when the forest is cleared. The sediments washed off the hills are redistributed by the rivers and floods from the extensive alluvial plain near the coast.

Most of the soils in Brunei Darussalam are relatively young. The main process of soil formation is one of continuous downward leaching of the products of weathering producing a situation in which the upper levels are depleted of soil and the lower levels enriched.

Climate

In common with its neighbours, Brunei Darussalam has a tropical climate, characterised by a uniform temperature, high humidity and copious rainfall. Daily temperature averages between 41C and 49C while annual rainfall ranges from

around 2,790 millimetres in the lowland areas to more than 3,810 millimetres in many parts of the interior; most of it falling during the monsoon period from November to March.

Communication

Land Transport

Subsidised fuel plus low road and import taxes are among the factors responsible for the boom in the number of vehicles in the country. Latest figures indicate that there are about 91,415 vehicles on Brunei's roads today excluding government and military vehicles, or 1:2.5 per head of the present Brunei population. Licences for operating commercial vehicles are issued by the licensing board which is under the Chairmanship of the Controller of Land Transport.

Airports

The Brunei International Airport located at Berakas about 15 minutes drive from the capital town Bandar Seri Begawan, has a 3,934 metre runway that is capable of handling the biggest aircraft in current production. No fewer than 400,000 incoming and outgoing passengers pass through the airport annually.

Besides the national flag carrier, Royal Brunei Airlines (RBA) which uses it as its home base, the international airport also caters for several other air carriers such as Singapore Airlines, Malaysian Airline System, Philippines Airlines and other foreign airlines. Royal Brunei Airline flights connect with Asian capitals; Hong Kong, Darwin, Taipei and Dubai while flights by the other airlines link it to the rest of the world. Brunei Shell operates a small airfield at Anduki in the oil town of Seria. The Royal Airforce has its own fields.

Ports

The Muara deep water port, 25 kilometres from the capital is the main point of entry for seagoing traffic and is capable of taking ships over 196 metres long. It has all the attributes of a modern harbour with wide facilities which include a 657 metre wharf, and warehouses with a total area of 34,399 square

metres. There are smaller ports at Bandar Seri Begawan and Kuala Belait.

Roads

Good roads have existed in Brunei since the 1920's when they were built by the Shell Oil Company while they were prospecting for oil. After the second World War, the roads were developed by the Government. The Public Works Department and District Offices, are responsible for maintaining them.

Population

Growth

The population of Brunei Darassalam, in 1986 was recorded at 226,300 comprising 116,800 males and 109,500 females (see Table 1.1).¹ The annual rate of population growth is about 2.6 per cent.² The population comprises 155,600 (68.8%) Malays; 11,400 (5.04%) other indigenous races. 41,400 (18.3%) Chinese 17,900 (7.10%) other races.

Over half of the Bruneians are under 24 years old (see Figure 1.2)³ and there were 6,928 live births in 1986 (see Figure 1.3)⁴

Table 1.1.

AREA, POPULATION AND VITAL STATISTICS
AREA, POPULATION AND POPULATION DENSITY BY DISTRICT 1986

Description	Unit	All District	District		
			Brunei & Muara	Belaït	Tutong Temburong
Area Population					
Square Kms.		5,765	571	2,724	1,166
Total	Persons	226,300	136,100	53,600	28,100
By sex					
Male		116,800	69,400	28,200	14,600
Female		109,500	66,700	25,400	13,500
By race					
Malay		155,600	102,500	23,900	23,300
O.Indigenous		11,400	2,600	5,600	1,900
Chinese		41,400	21,300	17,200	2,100
Others		17,900	9,700	6,900	800
Sex Ratio	Male per 1000 females	1,067	1,040	1,110	1,081
Population Density	Persons per square kilometre	39	238	20	24
					7

Source: Brunei Statistical Yearbook 1986
 Statistics Section Economic Planning Unit
 Ministry of Finance - Brunei Darussalam, P6.

Table 1.2.
TOTAL POPULATION BY SEX AND AGE GROUP

Age Group (In Years)	Population in 1986		
	Total	Male	Female
0 - 4	30,500	15,400	15,100
5 - 9	28,000	14,400	13,600
10 - 14	24,500	12,100	12,400
15 - 19	25,400	12,600	12,800
20 - 24	26,000	13,800	12,200
25 - 29	23,900	12,500	11,400
30 - 34	19,300	10,000	9,300
35 - 39	13,000	7,300	6,300
40 - 44	8,500	4,600	3,900
45 - 49	6,900	3,800	3,100
50 - 54	5,600	2,800	2,800
55 - 59	4,300	2,300	2,000
60 - 64	3,200	1,800	1,400
65 - 69	2,100	1,200	900
70 and over	4,500	2,200	2,300
Not stated	-	-	-
All age groups	226,300	116,800	109,500

Source: Brunei Statistical Yearbook 1986
Statistics Section Economic Planning Unit
Ministry of Finance Brunei Darussalam P.12

Table 1.3.
LIVE BIRTHS BY DISTRICTS AND RACE 1986

District ,	RACE								TOTAL	Both Sexes	
	Malay		Other Indigenous		Chinese		Others				
	Male	Female	Male	Female	Male	Female	Male	Female			
Brunei/ Muara	2075	1927	240	251	191	194	100	102	2606	2474	5080
Belait	382	345	131	119	128	115	106	112	747	691	1438
Tutong	83	84	32	31	3	2	1	2	119	119	238
Temburong	60	46	34	28	2	-	1	1	97	75	172
All Districts	2600	2402	437	429	324	311	208	217	3569	3359	6928

Source: Medical and Health Department Ministry of Health
Brunei Darussalam. P.19
(Compiled by Statistical Unit)

Distribution

Most Malays live in villages while the majority of the Chinese live in the main towns or commercial centres such as Bandar Deri Begawan, Kuala Belait, Seria, Pekan Tutong, Pekan Muara and Pekan Bangar since many of them are shop-keepers, fishmongers and vegetable farmers.

Expatriates who work for the Government of Brunei as doctors, engineers, lecturers, teachers or consultants normally live in the towns or urban districts. Those who are working with the Brunei Shell Petroleum (BSP) and Brunei Liquefied Natural Gas (BLNG) in Belait District, live in the housing estates provided by their employers.

Brunei is divided into four districts and population statistics are provided separately for each district. In 1982, the population by district was as follows:

Brunei/Muara district	114,231
Belait district	50,768
Tutong district	21,615
Temburong district	6,218..... ⁵

By 1986, the population of the districts had shown a moderate increase:

Brunei/Muara district	136,100
Belait district	53,600
Tutong district	28,100
Temburong district	8,500

According to present demographic trends, it is estimated that the total population will increase to 234,545 by 1990.⁶

Ethnic Groups

Malay form a majority of the population of 226,300⁷ but there are estimated to be 70,700 non-Malays, including Chinese and others. There are small communities of British, Dutch, Americans and Australians who work in the oil and gas industries and in commerce.

Most of the Malays are Moslems and speak Malay in the Bruneian dialect as their first language. English is widely used in business and commerce and other native dialects are also

spoken.

Brunei is one of the oldest Muslim kingdoms in South East Asia and was once comparable in greatness to the greatest empires of the Malay Archipelago. Her location made her well known as a trading port between Southern Arabia and China and the inter-islands trade of the Malay Archipelago in the 15th century and first half of the 16th century. The Arab traders eventually spread Islamic religion and civilisation to the people of Brunei.

Society and Culture

Social Structure

The traditional family structure in Brunei consists of two or three generations under one roof sharing food and other properties. This kind of extended family is declining giving way to smaller nuclear families. This trend is encouraged by the Government through housing development by implementing a scheme under which landless citizens can own a plot of land and a house at subsidised prices which are repayable monthly at low interest rates.

The Government is always seeking ways to raise the standard of living of the people of Brunei Darussalam by resettling them in good quality housing and a pleasant environment and providing them with facilities such as schools, clinics, sport areas and mosques.

The Government is determined to prevent the uncontrolled construction of houses. The Housing Development Department is responsible for eliminating overcrowding of houses such as exists in Kampung Air (the water village), for providing housing to meet population growth, for harmonising the State Housing Plan with the surroundings, for providing help and guidance to all especially those unable to purchase their own houses and for promoting the orderly development of land use.

Religion

The population of Brunei Darussalam is almost entirely Moslem. Islam is the official religion as stated in the

Brunei Constitution with His Majesty the Sultan of Brunei and Yang Dipertuan of Brunei Darussalam Sultan Hassanal Bolkiah Muizzaddin Waddaulah as the Head of the Islamic faith in the State. Islam plays a central role in the life of every Moslem in Brunei. Other faiths practiced in the country include Christianity and Buddhism.

There is no record of the exact date of the coming of Islam to Brunei but references to the earliest Muslim kingdom in the Malay Archipelago and with the discovery of Chinese records, the spread of Islam to Brunei has been shown to be earlier than was formerly believed. Islam came to Perlak (North Sumatra) in AD650 and in AD977, Chinese accounts show that Muslims were already influential in Brunei.

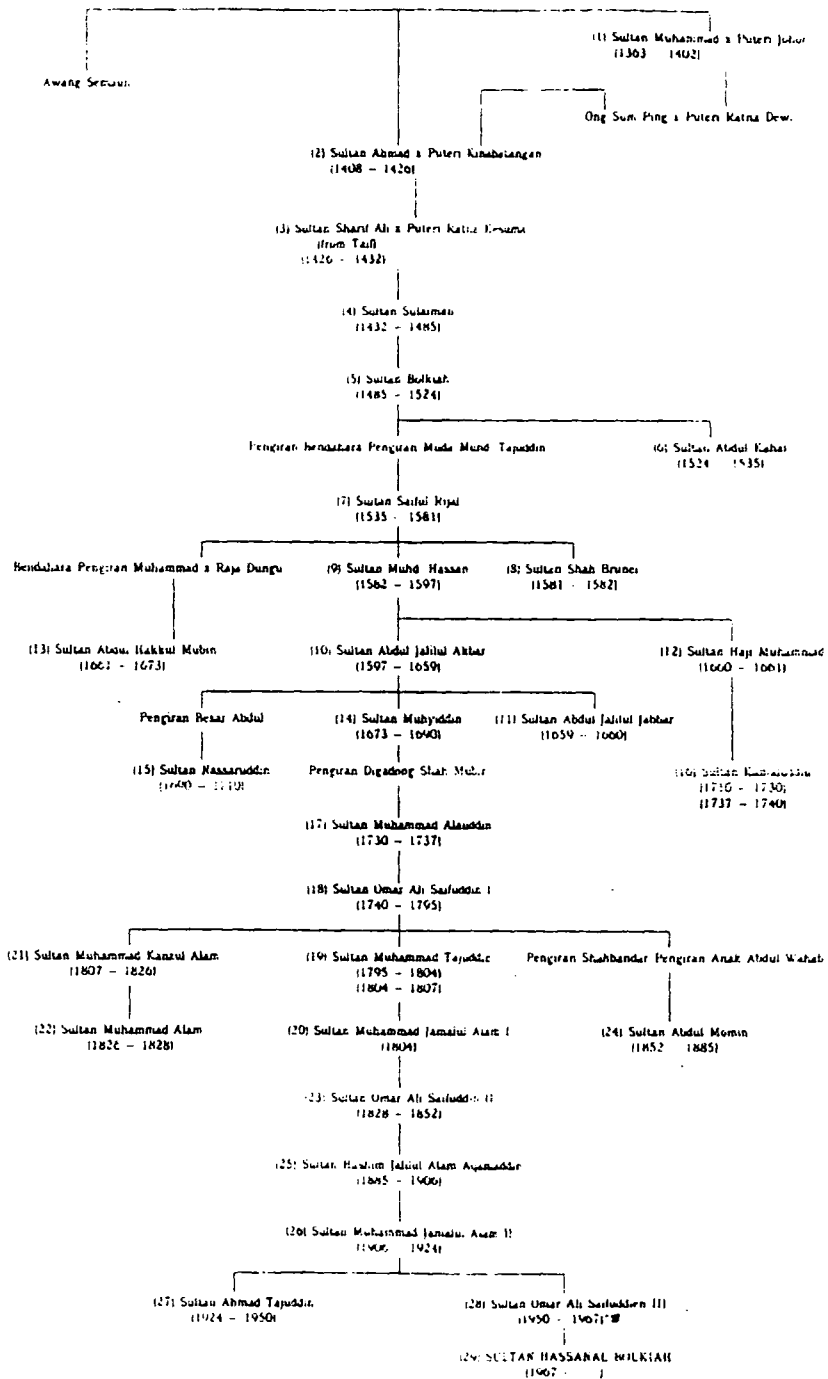
Jawi scripts (from Arabic) were used as the written language long before 1370. Chinese records of 1371 describe Sultan Muhammad Shah as a Muslim Sultan (see Table 1.4).⁸ Awang Alak Betatar was known as Sultan Muhammad Shah after he embraced Islam and became the first Sultan of Brunei. During his reign, he fostered trade relations with nearby kingdoms from Temasik (Singapore) as far as Pegu in Burma. Islam spread rapidly when a descendent of Sayidina Hasan, Sharif Ali (from Taif-Saudi Arabia) became Sultan Sharif Ali when he was installed as the third Sultan of Brunei succeeding his father in law, Sultan Ahmad. He was the first Sultan to build a mosque in Brunei and under his just rule, based on Islam, Brunei became a respected and powerful kingdom. Trade with China, the Arabs and with other kingdoms of the Malay Archipelago flourished. The period was an age of peace and tranquility and so Brunei was called Darussalam. Similar to other followers of Islam, Brunei Moslems perform the five pillars of the faith.

Language

Malay has been the official language in Brunei Darussalam since 1956.⁹ English is widely used in business and commerce and in some schools the medium of instruction is English. There was formerly a two language policy with all children learning some English in schools.

Table 1.4

FAMILY TREE OF THE SULTANS OF BRUNEI DARUSSALAM



* Abdicated in 1967

Source;

Brunei Darussalam Annual Report 1983/84 p 11

Several different native dialects are spoken in Brunei. For instance, the residents in urban areas normally speak Brunei-Malay dialect and those who live in remote areas generally speak their native dialect according to the district where they live. Those dialects are Tutong, Belait, Temburong, Kedayan, Iban, Dusun, Murut and Bisaya. However, almost all the people in Brunei can speak and understand Malay. The present characteristics of the country are a result of Brunei's past social, cultural and religious patterns and traditions. ¹⁰

Economy

Agriculture

The main goal of agricultural development in Brunei is the production of sufficient food for her population. This aspiration is the basis of planning priorities in which a large portion of the agricultural development budget is set aside for the implementation of food production projects. Various schemes have been introduced by the Agriculture Department to encourage more people to take up rice, livestock, fruit and vegetable farming.

Planting Rice

The Government Rice Scheme in Wasan is intended to reduce the country's dependence on food imports which is now about 90%. The aim is to produce 30% of all rice needs as soon as possible. Rice consumption is about 20,000 tons per year. The scheme in Wasan began in 1978 on 1,700 acres of land which has been provided with drainage and irrigation. Earlier feasibility studies on potential rice planting areas indicated the need for controlled irrigation and the possibility of using both ground equipment and helicopters for planting, fertilizing and chemical spraying of the crop. With mechanisation, six local varieties and other varieties of rice imported mainly from Malaysia, have given encouraging yields of 4-5 mt/Ha.

Young Farmers Resettlement Scheme

This project was conceived as a solution to the shortage of full time farmers and failure to recruit enough young people to agriculture. The project is aimed primarily at school leavers to encourage them to consider taking up agriculture as their profession. Two project areas, Luaham and Birau totalling 714 acres, have been equipped to settle 52 participants. These young farmers have been trained in basic farming techniques for two years at Sinaut Agricultural Training Centre.¹¹ They continue to receive guidance especially in farm management and marketing through the Agriculture Department.

Livestock Breeding Project

This is a venture undertaken jointly by the Brunei Government and the Mitsubishi Corporation of Japan. The project is designed to produce high quality calves. It is called McFarm and is situated at Kampong Tungku about 10 kilometres from the capital.

Willeroo Ranch, Australia

Traditionally the main source of meat, was the water buffalo but epidemics of the mid 1970's reduced herds by two thirds. Latest (1985) figures of the costs of import of ruminant meat totalled just over B\$13 million. Brunei Darussalam owns in Australia's Northern Territory, the Willeroo cattle station of 5,793 sq.km. which is bigger in area than Brunei. At present, 650-700 head of cattle are imported each month. 250 of these coming from Willeroo, which serves therefore, as a buffer against shortages and high prices on the meat market. Plans to upgrade cattle herds in Brunei are underway as are others for developing goat herds.

Local Production

More than 40% of poultry requirements are satisfied by local production and more than 90% of the total egg demand is produced locally.

There is self-sufficiency in locally grown vegetables but about B\$10 million worth of temperate vegetables are still imported. The demand for locally grown fruit can be satisfied for only about two months a year but temperate zone fruit is imported from Australia, New Zealand and the West coast of North America.

Tree Crop Project

This project spearheads the agricultural extension service which aims at obtaining more citizen participation in planting trees. It also aims at increasing local fruit production and thereby improving earnings in rural areas. The Government provides financial as well as technical information, fertilizers and pest and disease control measures. The crops being developed under these projects are rambutan, mango, orange, coffee, durian, coconut and pepper. A 13% increase in planted acreage was achieved in 1983 bringing the total to 301.8 acres. Further development of these crops is being planned especially the cultivation of local fruits. Two agricultural stations at Tanah

Jambu and Batang Mitus were opened in 1982 to serve as crop propagation and seedling supply centres.

The Government, through the Department of Agriculture, provides various forms of assistance to local farmers. The subsidies include seedlings and young farm animals, fertilizers which are sold at 50% of the market price; weedkillers at 50% subsidy; barbed wire for fences also at 50% subsidy; sprayers; free insecticides and fungicides; veterinary services; feed grass seeds; salt licks; and low interest loans from the Economic Development Board. ¹²

Fisheries

Brunei Darussalam has a long tradition of fishing and for centuries, its rivers, Brunei Bay and the coastal water have been the source of a substantial part of its people's food. In the early days, fishing was confined to the rivers and sheltered inshore waters and Bruneians developed many ingenious methods of catching the various types of fish and crustaceans which abound in these waters.

The Fisheries Department of Brunei Darussalam was established in 1966 to supervise and help promote the fishing industry in the state. In its efforts to increase the production of fish, the Government attaches special importance to the investigation of the nation's marine resource potential, which it is hoped, will lead to the establishment of a small modern offshore fishery which will go a long way towards meeting Brunei's projected demand.

Other responsibilities of the Fisheries Department include compiling data to help the Government formulate social and economic policies concerned with the fishing industry; conducting research into fishing techniques so as to make the best use of resources; studying the possibilities of aquaculture for commercial undertakings and providing advisory services to fishermen.

The Fisheries Department maintains close co-operation with various regional bodies including the United Nations Development Planning Body (UNDP), The Federation Agriculture Organisation (FAO), The South China Sea Fisheries Development Centre

(SEAFDEC) and the Primary Production Department of the Republic of Singapore (PPD-Singapore).

Minerals and Industry

Oil

Brunei Darussalam is the third largest producer of oil in South East Asia after Indonesia and Malaysia. Oil and natural gas in 1986, provided the Government with more than 55% of its revenue and they contributed B\$3.2 million to the Gross Domestic Product (GDP).

The onshore Seria field was discovered in 1929 but was not fully developed until after World War II. By 1956, the field was producing 114,700 barrels per day. Offshore production began in 1964 and today, there are some 182 offshore structures operated by the Brunei Shell Petroleum Company (BSP), jointly owned by the Brunei Government and Shell.

Annual oil production in 1986 was estimated at 60.1 million barrels or 165,000 (168,000) barrels per day, down from a peak of 261,000 barrels a day in 1979 as a result of the conservation policy. This seeks to ensure a set recovery rate suited to economic needs and aims at bringing production down to 150,000 barrels a day by 1988; a level which can be continued into the next century.

Natural Gas

Brunei Darussalam is the world's fourth largest producer of liquified natural gas (LNG). A plant set up in 1973 by Brunei LNG Sendirian Berhad, exports five million tons annually to Japan under a 20 year contract ending in 1993. A total of 158 cargoes of LNG were delivered in 1986 bringing the 20 year supply contract total since commencement, up to 1956. It is estimated that about 35% of Brunei's natural gas reserves have been recovered. In 1985, Brunei Darussalam had a trade surplus of B\$5,184 million. Exports including re-exports totalled B\$6,532 million. The main importers of Brunei Darussalam's products were Japan which bought a total of B\$4,000 million, Singapore B\$568 million, United States of America B\$479 million and Taiwan B\$229 million.

HISTORY

Early History

In Chinese historical records, Brunei was known as Puni or Puli. In AD518, 523 and 616, the King of Puni or Puli, sent tribute to China. It is believed that Brunei was known as Polo during the Tang Dynasty between AD618 and 906. In AD669 the King of Polo sent an envoy to China together with the envoy from Huan Wang (Siam), to strengthen the relationship between Brunei and China. The relationship was continued by the King of Puni who made several visits to China. In AD1408 while the King of Puni was attending the installation ceremony of the Chinese Crown Prince, he died and was buried in Nanking. He was succeeded by his son Hsia Wang (Si Awang) as the new King of Puni.

An old register of the Majapahit empire dated AD1368 recorded Brunei as one of the Kingdoms under Majapahit and Brunei sent tributes of 40 cattis of camphor and a pot of fresh arecanut water each year but this tribute ended when Brunei resumed relations with China.

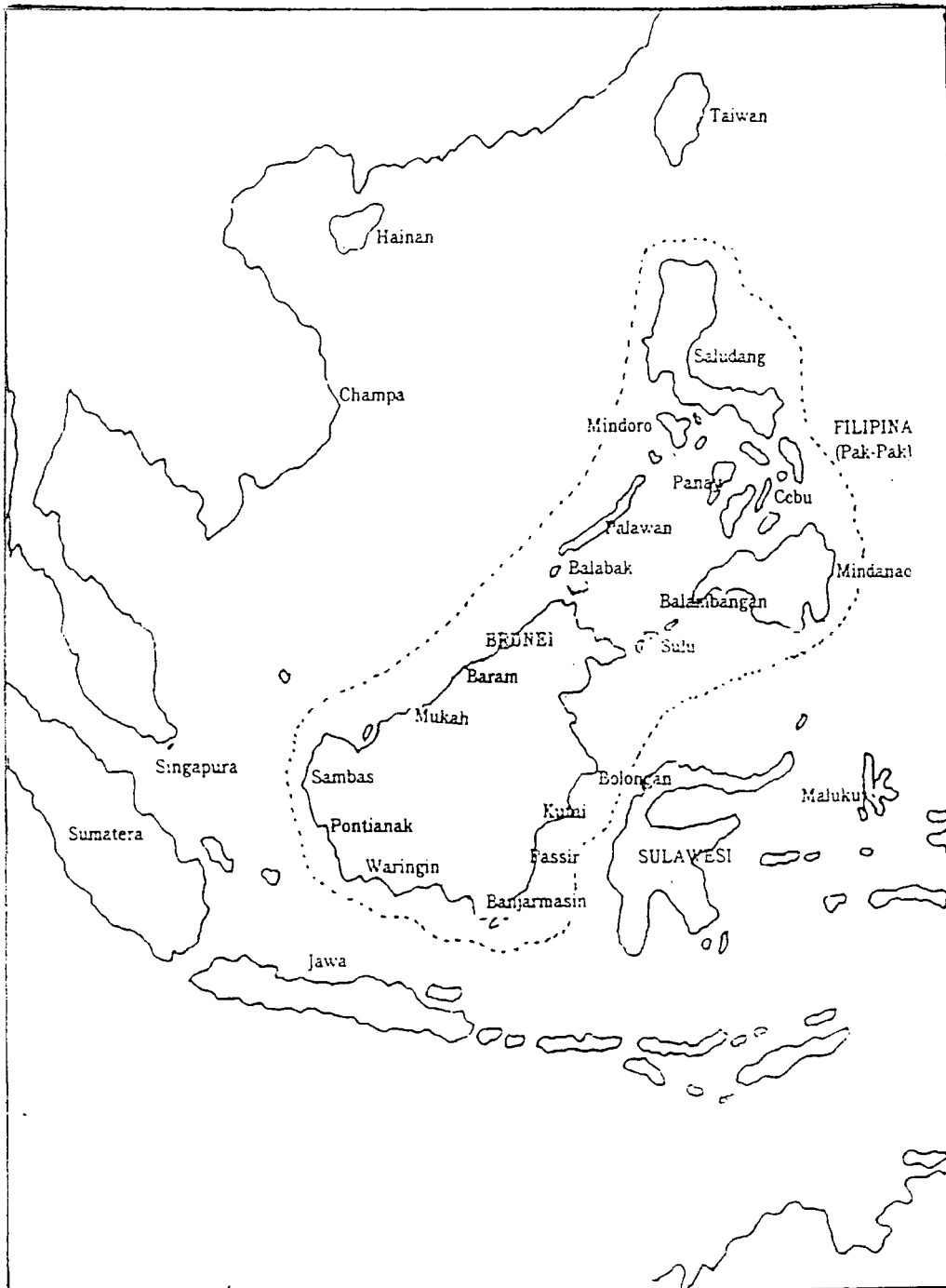
The Coming of Islam

After Sultan Sharif Ali was installed as the third Sultan of Brunei, succeeding his father in law, Sultan Ahmad, he ruled the state in accordance with Islamic law from his palace in Kota Batu.

Brunei reached the zenith of its power during the reign of the fifth Sultan, Sultan Bolkiah. Brunei expanded greatly during his rule, he roamed the seas with the Brunei fleet to bring other surrounding kingdoms under the suzerainty of Brunei. He introduced new ideas in matters of state. He was also known as 'Nakhoda Ragam'. His fame and justice made other kingdoms willingly submit to his rule. The empire of Brunei under Sultan Bolkiah included the whole of Borneo and a greater part of the Philippines including Sulu, Mindabao and Luzon. Thus (see Table 1.5) Brunei was in control of the trade in the region and became the centre for the spread of Islam.¹³ This period is considered as the golden age of Brunei. (see Table 1.6).¹⁴

Table 1.5

The old empire of Brunei from the 15th to the first half of the 16th century.

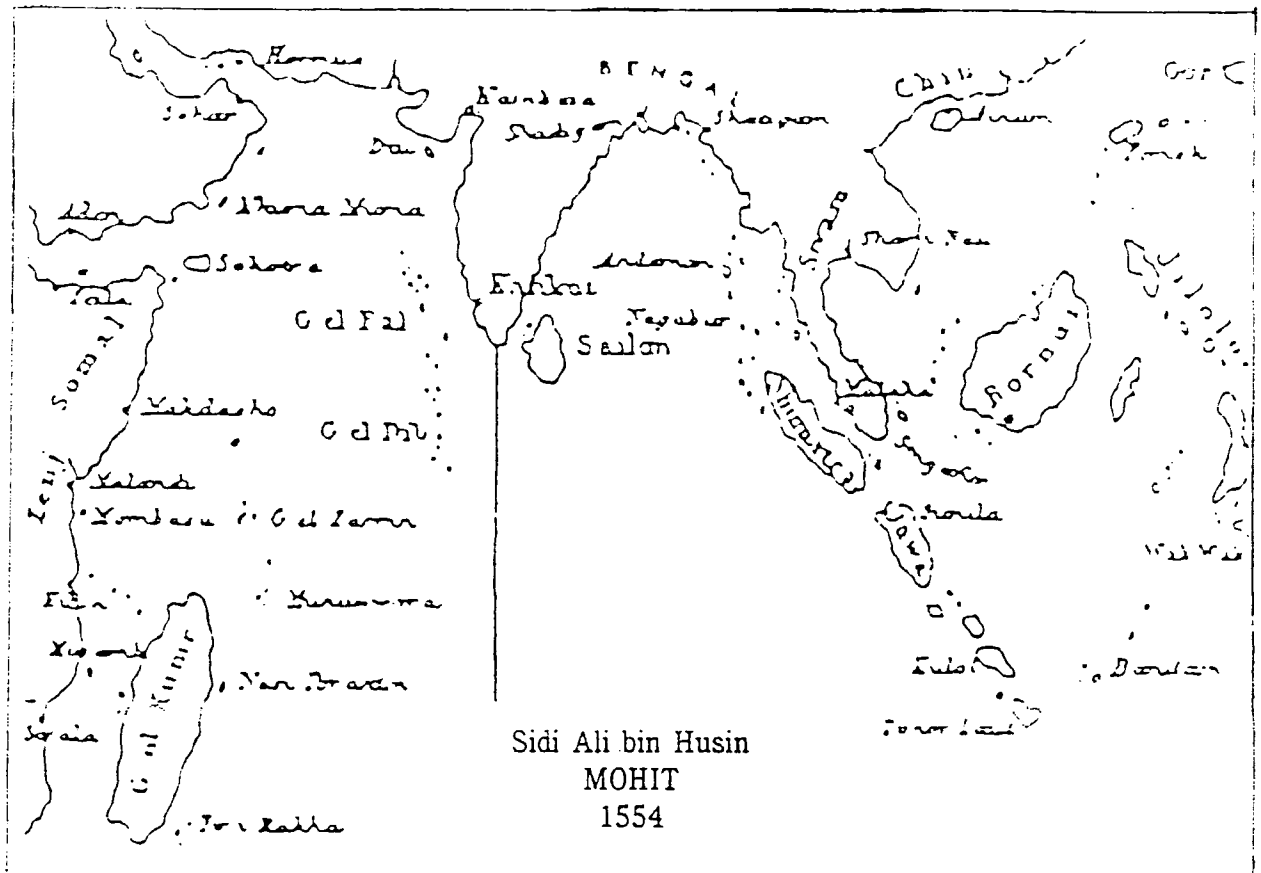


Source:

Brunei Darussalam Annual Report 1983/84 p 7

Table 1.1

The map of the Indian Ocean and the Malay archipelago by Sidi Ali bin Husin in 1554 clearly showing the position of Brunei (Bornui) and the other important trading centres of the Arabs stretching from Southern Arabia to China
(The original names of places were in the Arabic Script)



Source;

Brunei Darussalam Annual Report 1983/84 p5

The Western Colonial Period

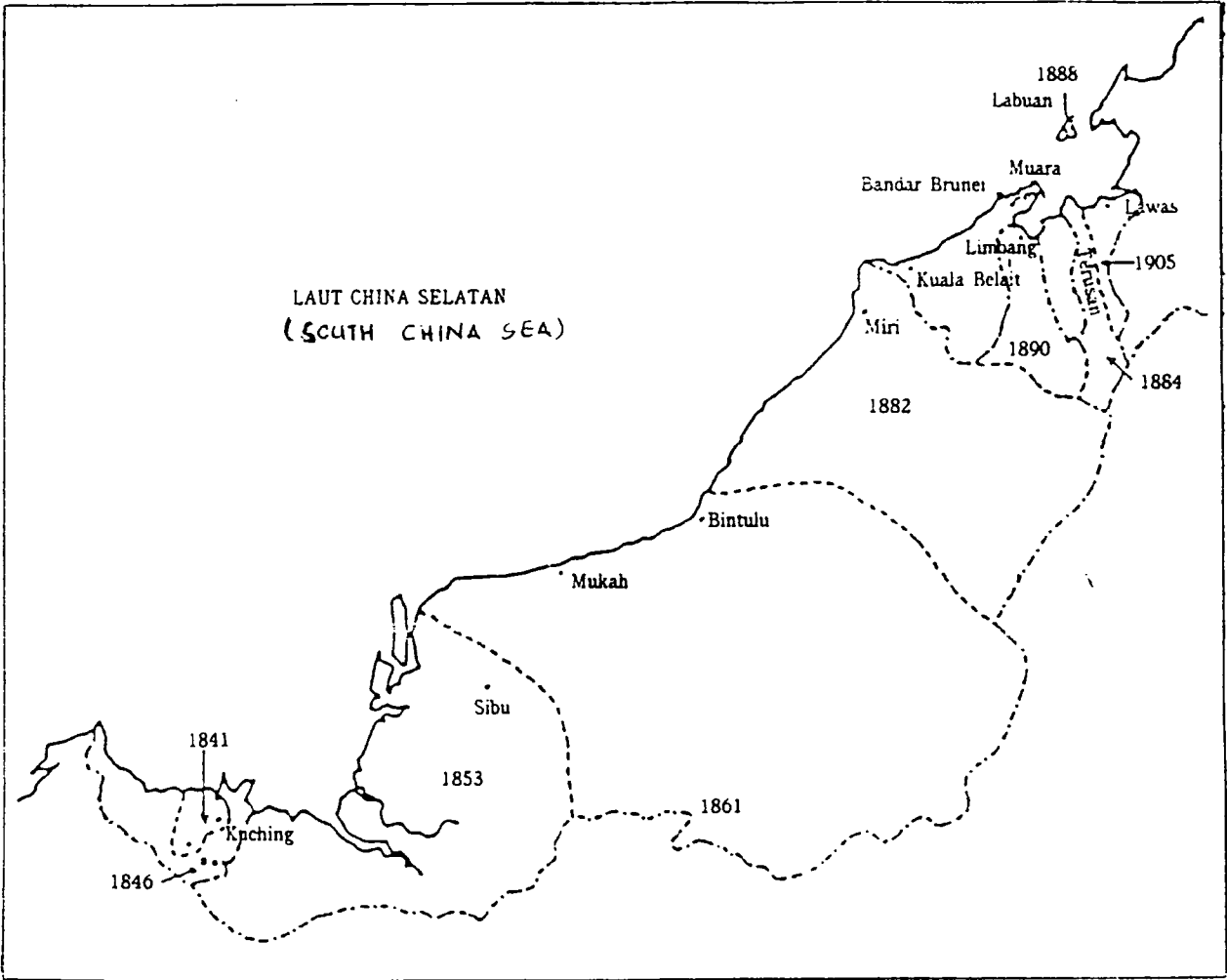
In AD1511, Malacca fell to the Portuguese. The Portuguese established trade relationships with Brunei in AD1526. Brunei became an important trading port on the way to the Spice Islands of the Moluccas. The fall of Melaka enhanced Brunei's position as the centre for the spread of Islam.

Since the Spaniards first set foot in Manilla in AD 1571, they had wished to occupy Brunei as it was the centre of Islam in the region. They saw it as an obstacle both to the extension of their colonial power in the Far East and to the dissemination of Christianity. In April 1578, Doctor Francisco De Sande, the Spanish Governor-General in Manilla and his fleet, attacked Brunei and succeeded in occupying it but were defeated in June 1579. Nevertheless, they still wished to conquer Brunei and in March 1579, disguised as a peace mission, another Spanish fleet came to Brunei but was repulsed by the Brunei fleet off Muara. After that incident, the Spaniards never again interfered with Brunei.

During the late 17th century, Brunei's hold on areas to the north and the northern part of Borneo began to decline. The Sultan of Sulu took advantage of this and declared his independence. For many decades afterwards western colonial powers were unable to intervene in the affairs of Brunei due to the unity of its government and the strong national spirit of its people. But Western colonial powers succeeded in gaining footholds around Brunei. The Dutch were in Java in the early 17th century and were expanding their territories to other Indonesian Islands. The 18th century brought the French to Indo China. Burma and Malaya including Singapore, were colonised by Britain in the 19th century. Spain was consolidating its power in the Philippines after gaining a foothold in Manila in 1571.

A British trader named James Brooke came to Kuching in 1839 and in 1841, succeeded in drawing up an agreement with Pengiran Muda Hashim to take over the control of Sarawak.¹⁵ Within 50 years, Brooke and his descendents took over the districts of Brunei in Sarawak. ¹⁶ (see table 1.7)

Table 1.7



The territories of Brunei in Sarawak taken over by the Brooke Dynasty from 1841 until 1888.

Source;

Brunei Darussalam Annual Report 1983/84 p9

Later in 1890, they took Limbang and separated Brunei into two halves. This is evident from a letter dated 17th Safar A.H. (15th May 1903) from Sultan Hashim Jalilul Alam Aqamaddin to Sultan Abdul Hamid Ibnu Sultan Abdul Majid Khan, the Sultan of Turkey requesting the Sultan's help in regaining Limbang. But the letter was not delivered because it was intercepted by Hewett, the Resident of the west coast (North Borneo) and did not reach the Turkish Chief Consul who was visiting Brunei. Meanwhile, pressure exerted on the areas in the north east of Brunei had resulted in several large areas of Brunei's territories being leased to the British North Borneo Company. These areas were later known as the State of Sabah.

In 1888, Brunei asked for British protection in order to prevent her territories being absorbed by Brooke and the North Borneo Company. Subsequent to the 1888 agreement, in 1905, Brunei signed a new agreement accepting the British Residential System by which all foreign matters were controlled by the British Resident. Under this system too, the British Resident gave advice to the Sultan in running the country's affairs except in matters of religion and traditions.

Brunei After Second World War

Social Economic Development

When the Asia Pacific war broke out in 1941, Japan occupied South East Asia including Brunei. During the period of Japanese occupation the country's economy and government were chaotic. The finding of oil in the western part of the state and offshore discoveries in 1950's, set Brunei Darussalam on the path to economic prosperity. But real progress crystallised during the reign of the 28th ruler, Al-Marhum Sultan Haji Omar Ali Saifuddien, who utilised Brunei's oil revenue to finance for the first time, a five year development plan (1953 to 1958) that gave Brunei an extensive infrastructure and transformed it from a quiet backwater into a thriving modern state.

Brunei's First Constitution

The Brunei Darussalam Constitution and with it self-government, was introduced in 1959 (29th September) with the United Kingdom retaining responsibility for Brunei Darussalam's foreign affairs, security and defence. In 1971, Brunei and the United Kingdom signed an amended and revised version of the 1959 agreement making Brunei fully independent internally and retaining the Resident with the post of High Commissioner, a normal diplomatic position. Thereafter, only external affairs and defence remained in British hands.

The current stage in Brunei's long history began in 1979 when Brunei and Britain signed the Treaty of Friendship and Co-operation thus paving the way for Brunei's resumption after 1983, of its place in the community of nations.

The Present Government

Brunei Darussalam became a fully independent state in January 1984. In consequence, His Majesty and Yang Dipertuan of Brunei Darussalam announced a six member cabinet with himself as the Prime Minister and concurrently holding the portfolios of Internal Affairs and Finance. In October 1986, His Majesty reshuffled the Cabinet. He remained Prime Minister but relinquished the Ministries of Home Affairs and Finance and took over the Ministry of Defence, a portfolio which his late father had held since 1984. His Majesty also announced the appointment of five new Ministers and eight Deputy Ministers.¹⁷ (see Table 1.8)

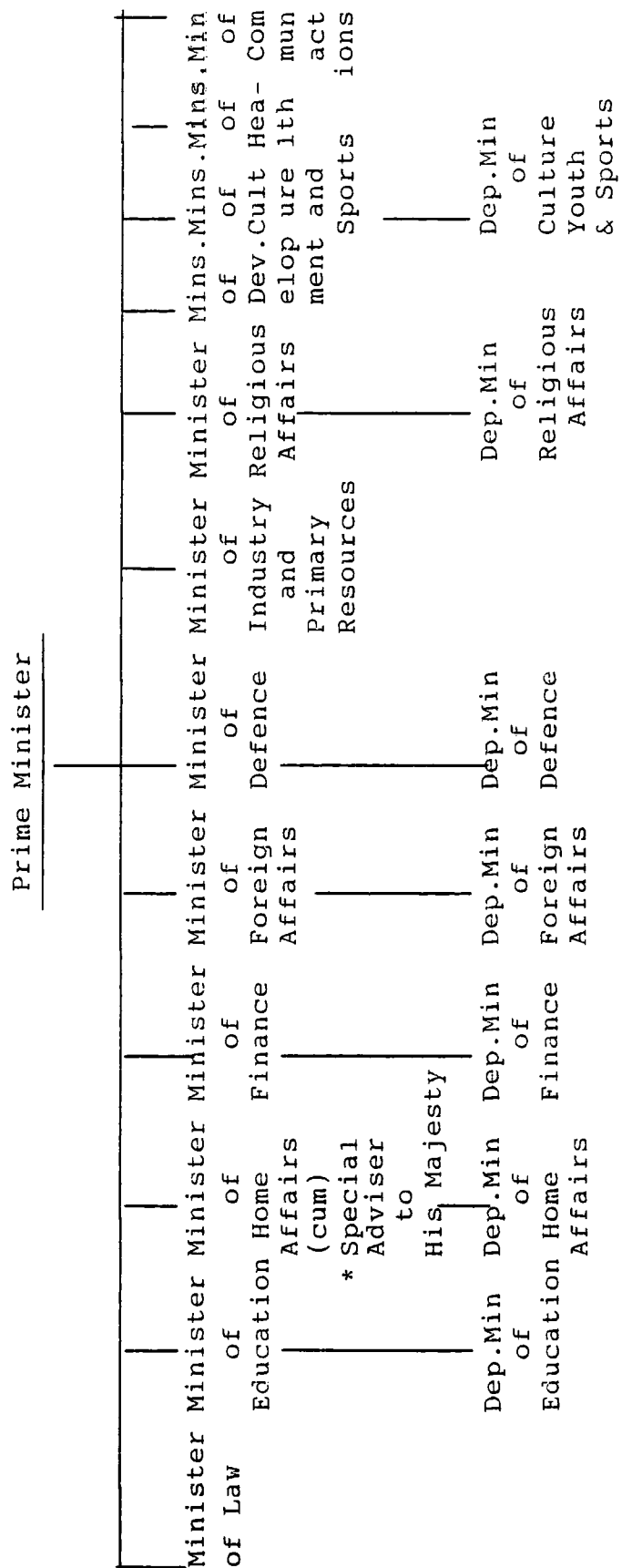
Again, on November 30th 1988, His Majesty announced a reorganisation of the Cabinet and created a new Ministry called Industry and Primary Resources. The reshuffle took effect from 1st January 1989.¹⁸ The Sultan claimed that the reshuffle was necessary to boost the country's development especially in the field of industrialisation as well as to increase the production of primary resources. After the Cabinet reshuffle there were 13 Ministries. (see Figure 1.9)

Table 1.8.
GOVERNMENT CABINET OF NEGARA BRUNEI DARUSSALAM SINCE OCTOBER 1986 UNTIL DECEMBER 1988

PRIME MINISTER										
Minister of Law	Min.of Commun- ication	Min.of Home Affairs	Min.of Finance	Min.of Foreign Affairs	Min.of Defence	Min.of Educa- tion	Min.of Relig. Affairs	Min.of Devel- opment	Min.of Culture Youth and Sports	Min.of Health
		cum Special Advisor to His Majesty								
		Dep.Min of H.Affairs	Dep.Min of Finance	Dep.Min of F.Affairs	Dep.Min of Def.	Dep.Min of Educ.	Dep.Min of R.Affairs	Dep.Min of Develop ment	Dep.Min of Culture Youth & Sports	

Table 1.9.

THE STRUCTURE OF GOVERNMENT CABINET FROM 1st.JANUARY 1989



Note:

There are 13 ministries altogether (13 Ministers and 7 Deputy Ministers)

* equivalent to Minister's portfolio

In addition to the ministerial structure of the Government, His Majesty the Sultan and Yang Dipertuan is also assisted and advised by the Privy Council, the Council of Succession and the Religious Council.

Though political activities and the formation of political parties are not prohibited by the Government, there is very little political activity in Brunei and in fact, the emergency law is still in force. ²⁰

Regional and International Organisation.

After its resumption of independence, Brunei Darussalam became a member of a number of regional and international organisations. These included regional and world wide international organisations and also international scientific and religious bodies such as UN, WHO, CC and ASEAN.

Diplomatic Relations

To emphasise that Brunei Darussalam values bilateral relations with other countries, it has established twelve overseas missions. At present, Brunei has diplomatic relations with 42 countries. ²¹ In addition, Brunei has improved the general public services such as telecommunication systems, postal services, provided better medical and health services and offered free education to all Brunei citizens from nursery level to higher education both locally and for study abroad either in the academic or vocational fields.

Under His Majesty's leadership, the government will continue to formulate a succession of national development plans in an endeavour to give all round enhancement to the economic, social and cultural life of the people.

REFERENCES

1. See Table 1.1
2. Broadcasting and Information Department. Prime Minister Office. 'Brunei Darussalam in Brief'. 1987 P.8
3. See Table 1.2.
4. See Table 1.3
5. Brunei Statistical Yearbook 1985 Statistics Section, EPU Ministry of Finance Brunei Darussalam.P.10
6. United Nations Development Programme Report 1983
7. See Table 1.1
8. See Table 1.4
9. The written Constitution between Brunei and United Kingdom was signed on 29th September 1959
10. M.P.A.D.P.H. Abdullah; "A study of Educational Planning in Brunei Darussalam". Unpublished MA Thesis University of Durham 1986. P23
11. A College of Agriculture under the Ministry of Development Brunei Darussalam until 1988 and with effect from 1st January 1989 under the Ministry of Industrial and Primary Resources.
12. The Economic Development Board (EDB) acts as a focal point for the promotion of private sector investment in Brunei Darussalam and was designed to provide the mechanism for diversifying the economy
13. See Table 1.5.
14. See Table 1.6.

15. Pengiran Muda Hashim was the Sultan's representative in Sarawak
16. See Table 1.7.
17. See Table 1.8
18. Pelita Brunei dated 6th December 1988 P.1
19. See Table 1.9
20. M.P.A.D.P.H. Abdullah; 'A study of Educational Planning in Brunei Darussalam'. Unpublished MA Thesis University of Durham 1986. P34.
21. Number of Brunei Diplomatic relationship of missions in 1988

CHAPTER 2

OUTLINE OF THE PRESENT EDUCATIONAL SYSTEM
IN NEGARA BRUNEI DARUSSALAM

OUTLINE OF THE PRESENT EDUCATIONAL SYSTEM IN NEGARA BRUNEI DARUSSALAM

Introduction

This chapter will present an outline of the development of education in Brunei from its origins up to 1986. The institutions and administration of the Contemporary System will also be discussed. The two major policy initiatives of 1972 and 1985 will be considered in detail in the next two chapters.

It seemed appropriate to devote a more extended discussion to these policies since they embody the current educational philosophy of the country and illuminate the role which is envisaged that education will play in the future development of the nation. The change in emphasis which is revealed by a comparison of the two policies is also both interesting and instructive.

Educational History

Formal education in Brunei Darussalam was only introduced in 1912 with the British residential system. Prior to that, there had been a religious type of education where instruction was conducted by traditional methods of teaching in the teacher's own homes or by the teacher visiting the homes of the pupils. The first school was opened in Brunei Town in 1912 with a small number of pupils. The main objective¹ of setting up this school was to teach the local children reading, writing and counting. At this stage, there was no syllabus or curriculum nor were there sufficient textbooks. Each teacher determined his own syllabus and curriculum.

Most of the children at that time were involved in the parents' activities such as farming and fishing. The people were poor and the work of their children was economically important to them. They did not consider formal education to be necessary. Realising this problem, in 1939, the British Resident introduced a "School Attendance Act" which required all boys between the ages of 7 and 14 who lived within two miles of the school to attend, or the parents would be fined according to the number of days their children were absent

from the school. Another major problem which emerged when the first school opened in Brunei Town was staffing. For lack of staff, in 1914, the school had to be closed for a year.

Initially, education was only provided for boys and it was not until 1930 that it was extended to girls. By the year 1935, the number of the primary Malay medium schools was 23 with about 56 teachers of whom however, only eight were trained.

It is clear that development of education was slow before the second World War. An Act making education compulsory was passed in 1939 and attempts were made to enforce attendance in 1940 but these did not immediately change the situation. It was only after the second World War in 1947, that a School Attendance Officer was appointed to relieve teachers of the duty of investigating cases of non-attendance. The School Attendance Act did encourage more children to go to school in all districts in Brunei.

The facilities in most schools before the second World War were very poor. For instance, in 1915 the 40 pupils attending the school in Brunei town, simply sat on the floor and listened to the teacher. ²

During the Japanese occupation between 1941 and 1945, the development of education was under the control of Japanese military officers. No Bruneians were allowed to take part in the administration and inspection of schools. All teachers were forced to learn to read and write Japanese and Japanese was introduced into the curriculum of the schools which were wholly supervised by the military. As well as teachers, all government officers were also forced to learn the Japanese language. This ended in June 1945 when the allied forces landed in Brunei Darussalam shortly before the surrender of Japan. For a year, Brunei was under the supervision of the British military.

The major effort after the war was to reconstruct the economy and promote social development. Temporary school buildings were erected both in towns and in rural areas. In the meantime, the Government drew up a five year plan for building schools. Efforts were also made to reorganise the school curriculum to provide an all round and liberal education. In 1950, the Government provided funds to all government schools and grant in aid to the Chinese vernacular schools. Meanwhile, the British Malayan Petroleum Company wholly supported the Seria English School, the Catholic English Schools and the Company Trade School.

Before 1951, there was an English medium school run by the Government. If a child wished to go to an English school he/she had to join a mission school but because of the need for a widespread knowledge of the English language, in 1951, the Government opened an English medium school in Brunei Town with nine pupils. They were those who had passed in the 'Selection Examination' to join the English school while they were in Primary Four classes in Malay medium schools. In 1959, these classes had an enrolment of 540. In 1952, another government English medium school was opened. The progress made by the pupils in the government's English medium schools was more rapid than that made by children in the Government's Malay medium schools. For example, in 1954 the pupils in Form III (lower secondary) were taking their public examination for the first time. It was also thought that most of the cleverer children were selected for these schools. In 1954, a National Development plan for Education covering the years 1954-1960 was approved. In 1956, the Brunei Teachers' Training College was established in Brunei Town. By that year, the school population exceeded 10,000. In 1959, there were 2,256 pupils in Government Malay medium schools, 3,459 pupils attending Chinese medium school and 2,324 in English medium mission schools.

The development of education in Brunei between 1912 and 1940 had been very slow due to a combination of socio-economic and cultural conditions and the poor communications which

obtained at that time. By the 1950's the number of schools was steadily increasing. The Government policy for education resulted in schools being built in villages supported by local funds and also by small grants from the government. After three years, provided they had a permanent building and were functioning efficiently, the funding of such schools was taken over wholly by the Government.

Education expansion and development gathered momentum between 1950 and 1970. Malay medium secondary classes were introduced in 1966 and were supervised by the Department of Education. In 1981 statistics show that there were then 17 Government secondary schools including ten Malay medium secondary schools. There were also two Teachers' Colleges, three Trade Schools, one Agricultural Training Centre and one Sixth Form Centre. ³ (Table 2.1).

In 1951, an important development was the introduction of English as a second language into the curriculum of Malay vernacular education. As the State Report of the year pointed out, the introduction of English language had a great value since it bridged the gap between the Malay and English education system. ⁴

The Annual Report 1952, set out two objectives for incorporating the teaching of the English language into the Malay vernacular school:

1. It would prepare children for entry into English medium schools, and
2. It would give those who qualified for further education an opportunity to study English on a progressive basis as a second language ⁵

After 1958, Malay vernacular education began to develop rapidly. The number of children attending schools doubled in that year. School administration was reorganised whereby parent committees or Parent Teacher Association's were set up in most large schools. ⁶ (Table 2.2). These bodies were

Table 2.1

NUMBER OF SCHOOLS AND EDUCATIONAL INSTITUTIONS BY
TYPE OF SCHOOL AND LEVEL OF EDUCATION IN 1981

SCHOOL/INSTITUTION	1981
<u>GOVERNMENT SCHOOL</u>	
KINDERGARTEN/PRE SCHOOL	112
PRIMARY/PREPARATORY	151
SECONDARY	17
TECHNICAL	4
TEACHERS' COLLEGE	2
@HIGHER EDUCATION	1
TOTAL	287

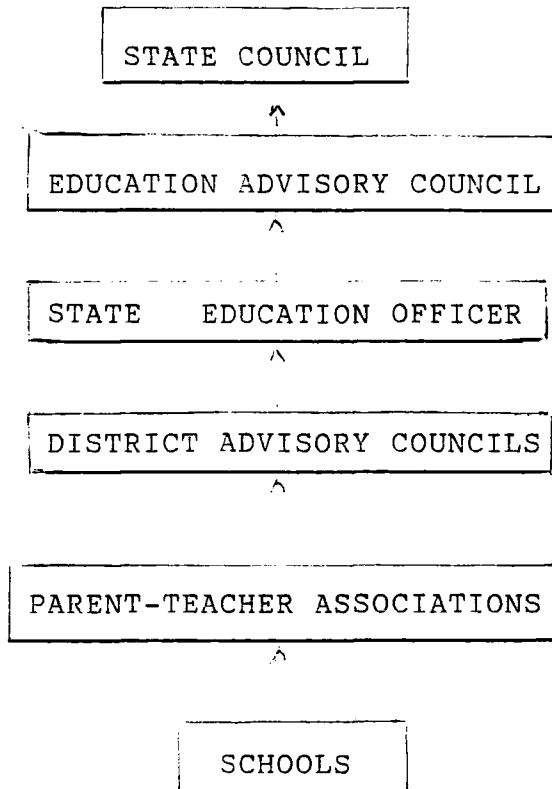
Note :

@ Sixth Form Centre

source:

Statistics Section, EPU, Statistical Yearbook
1979-80 p 87

Table 2.2

THE STRUCTURE OF PARENT-TEACHER ASSOCIATION (PTA) 1958

responsible for advising the Government on the organisation of school meals and school activities. In addition to this, both parents and teachers were represented on the four District Advisory Councils. In these Councils, education matters were discussed and then resolutions forwarded to the State Education Officer for further consideration by the Education Advisory Committee and the State Council.

The Education Policies of 1962 and 1972

A determined effort to improve and revise the educational system was made in 1959. To this end a commission was set up to review the education system led by two Malaysian educationalists, Aminuddin Baki and Paul Chang. Their recommendations were submitted to the Government in 1959 and were approved by the Council of Ministers in October 1962. These recommendations became the basis of the 1962 Education Policy. This policy required the establishment of a national education system using the Malay language as the only medium of instruction for all schools throughout the state. The majority of the population at the time was Malay speaking and it seemed sensible to develop the educational system through the medium of the Malay language.

The national system of education now had the following general aims:

- (a) Providing the country with the necessary manpower qualified to work in administrative, commercial, industrial and other fields
- (b) Establishing a common national identity for the people of Brunei whose loyalty should be undivided.
- (c) Providing equal opportunities of education, increasing the standards of education of the people and giving general education to all groups of people of Brunei in order to create an educated community which was a pre-condition of the future success of democracy in Brunei.

While the policy was both beneficial and important, nevertheless in view of the rate of development in education, it was considered imperative that the policy should be regularly revised to suit the changing situation. It was with this consideration in mind that the decision was taken to

set up a new Education Commission. It had also become evident that not all the plans proposed were working smoothly. A second education Commission was appointed by the Government in 1972.

The Education Commission 1972

This Education Commission consisted of a Chairman, a Secretary and ten members appointed by the Government of His Majesty the Sultan and Yang Dipertuan of Brunei Darusslaam. The commission was given responsibility for ensuring that the national system of education as required by the Education policy of 1962 amended in 1972, was implemented according to the plans. The Commission was also required to submit educational plans to the Government for its consideration.

The 1972 education policy laid down the following objectives:

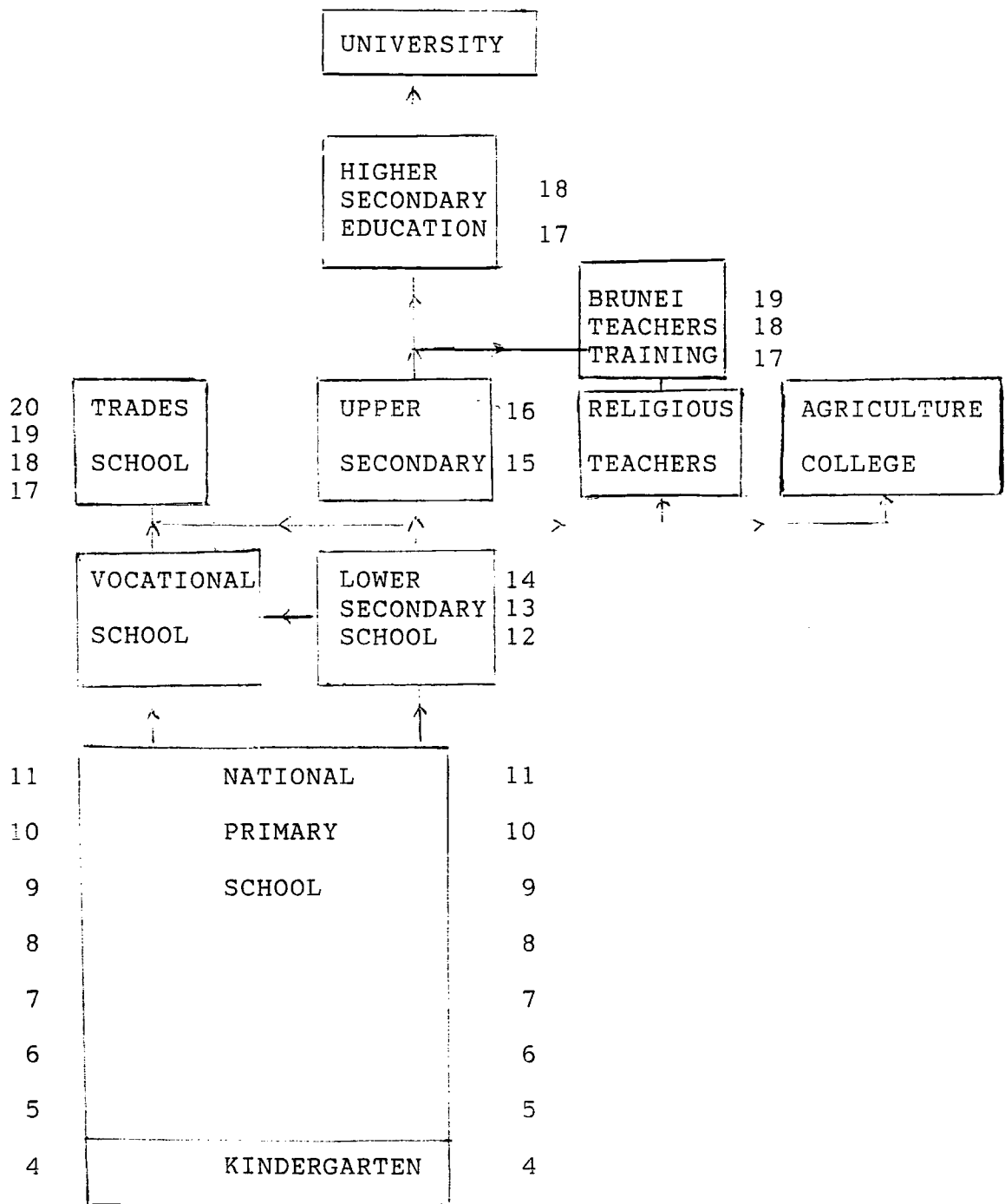
1. To make Malay the main medium of instruction in national, primary and secondary schools as soon as possible in line with the requirements of the Constitution.
2. To raise the standard of English in the primary and secondary schools in the country.
3. To place more emphasis on religious education (Islam) in line with the requirements of the Constitution
4. To provide a continuous education for all Brunei children for a period of nine years, six years in primary school and three years in the lower secondary school
5. To ensure the provision of syllabuses of common content so that pupils' education was compatible in all schools
6. To make secondary education accessible to all on the basis of their need and abilities
7. To provide all Brunei children with every possible opportunity to participate in the development of the country, so that the needs of the country would be met by the Brunei people themselves
8. To promote a national identity upon which the sense of loyalty to Brunei would rest.

The policy also stressed the importance of efficiency and flexibility to meet the needs of a rapidly developing country. ⁷ (Table 2.3)

Although the aims of the policy had been clarified, its

Table 2.3

STRUCTURE OF THE NATIONAL EDUCATION SYSTEM



source:

Report of the Education Commission Brunei 1972
p 41

detailed implementation called for very careful planning. It was necessary to draw up a development programme which had been fully discussed with all the people concerned. Without this kind of planning and consultation, the benefits of the policy could not be achieved.

The explanations given in the implementation scheme were a basic guide. To achieve its objectives fully required effective measures and a thorough examination of the objectives of the policy. To implement the objectives of the policy, each of the aims had to be examined and a proposal made in the form of a plan including its estimated cost and other details so that it could be achieved within a reasonable time. Although in the Report of the Education Commission of 1972, it was stated that money was not a problem, it was however necessary that an accurate calculation be made so that the expenditure could be expected to produce the intended benefits within the stipulated time.

The Formation of the Education Council for the Study of Educational Problems.

To ensure that the '1972' Education Policy' was fully implemented, a Council was appointed by the Sultan in August 1982. Its function was to investigate the problems and to evaluate the implementation of the policy. The members were:

The Director of the Language and Literature Bureau, as Chairman

The Commissioner of Labour

The Senior Officer of the Economic and Statistical Unit

The Chairman of the Public Service Commission

The Head of the Religious Affairs Department

The Director of the Education Department

The Head of the Education Planning, Research and Guidance Unit as Secretary.

With the formation of the Education Council, the posts of English and Malay Education Superintendents were abolished because it was thought that the names themselves were no longer relevant to the new national system of education. The Planning, Research and Guidance Unit assumed responsibility for implementing the curriculum of the new National Education System.

However, after Brunei Darussalam assumed full independence in January 1984, the Education Council was abolished and the responsibility for implementing the 1972 Education Policy as well as the general development of education in Brunei was given to the Ministry of Education.

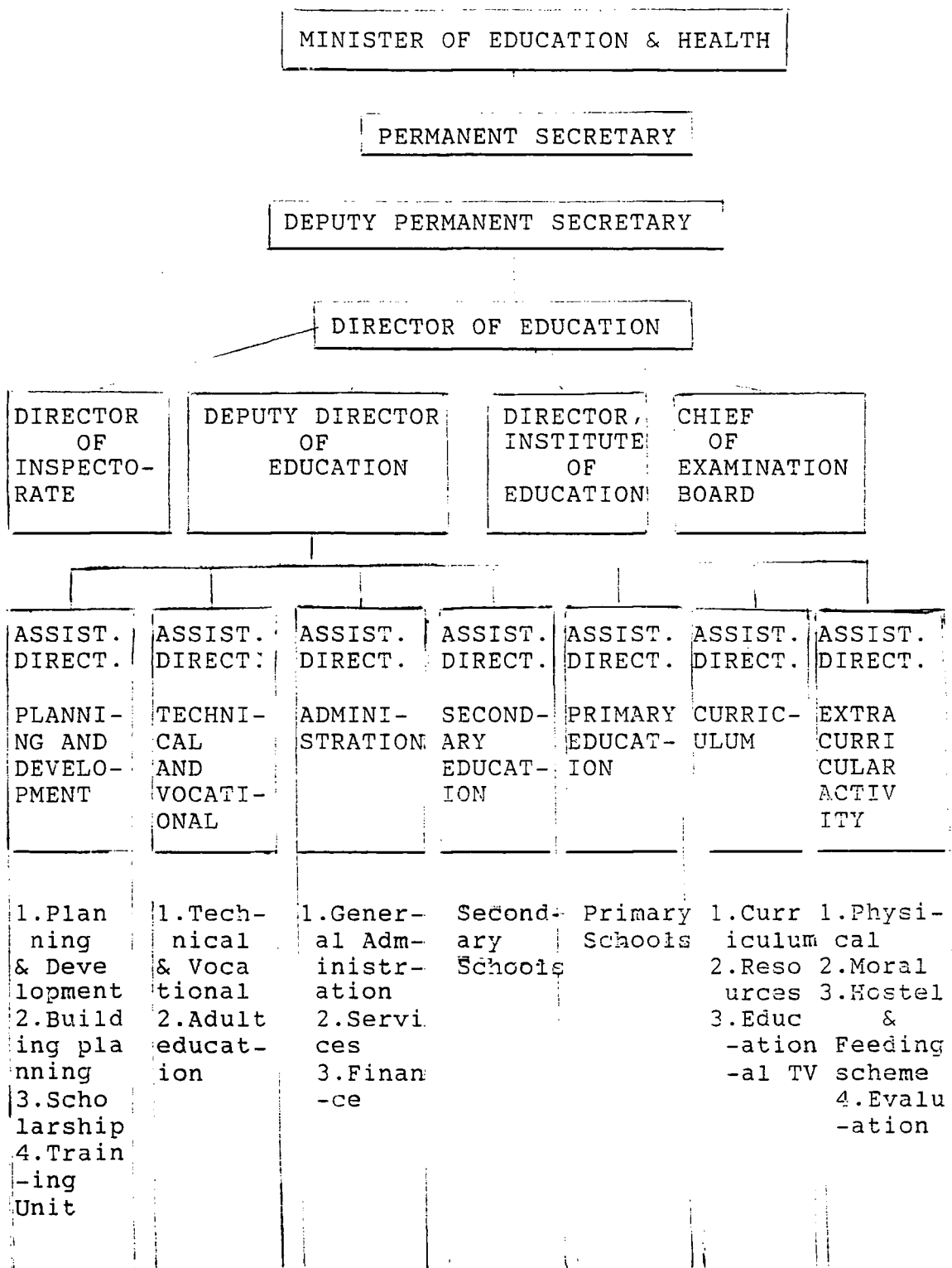
(Table 2.4) ⁸

The Structure of the Education System before 1985

Schools in Brunei Darussalam are classified according to the medium of instruction namely, Malay, English, Chinese and Arabic. Since formal education was introduced in 1912, all Malay schools have been administered by the Department of

Table 2.4

THE ADMINISTRATIVE STRUCTURE OF DEPARTMENT OF EDUCATION 1984



Source: Department of Education Annual Report 1983/84

Brunei Darussalam p 10

Education. The primary school starts with class Primary One. Not until 1979 were kindergarten or pre-school classes introduced to cater for five year old children. Although the 1972 Education Commission Report had recommended that children aged 4 to 6 should attend kindergarten classes, this was never fully implemented.

The primary Malay medium education consisted of 6 years duration i.e. Standards One to Six. At the end of Standard Four, children under the age of 8 took an examination called the Common Entrance Examination or Selection Examination for entry into the Preparatory section of the Government English medium school. From only a small number of pupils who were attending school when the first Malay vernacular school was opened in 1912, the school population increased enormously. For example, in 1985, the student population was 63,332 and increased to 65,519 in 1986.⁹ This is 27.76% of the population of Brunei. A diagram showing the structure of the present education system is given in Table 2.5.¹⁰

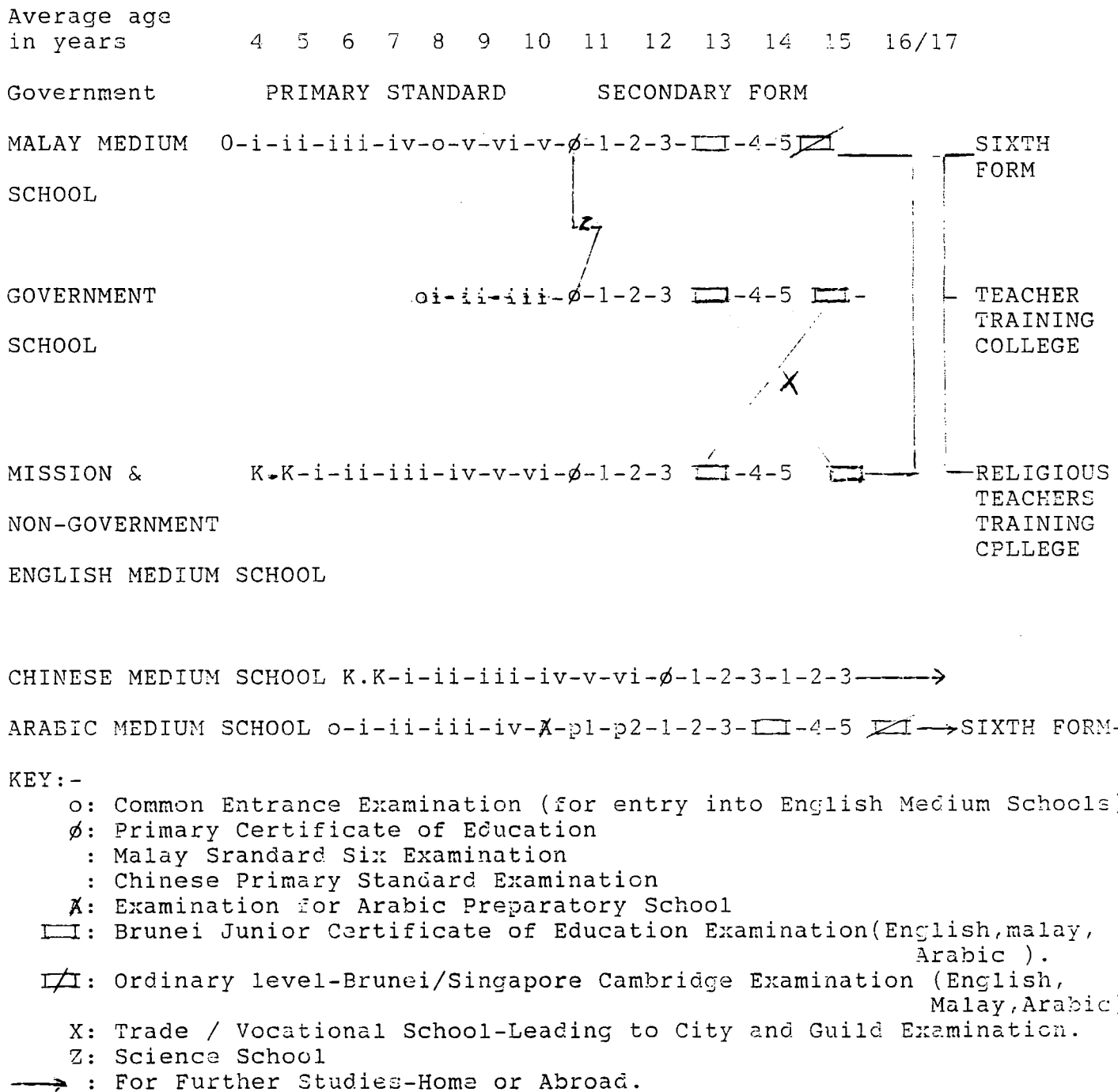
The Malay Schools

The Malay schools are wholly administered by the Department of Education. They include the kindergarten (pre-school), Malay primary and Malay secondary schools.

The Malay Primary School

Primary education extended for six years i.e. kindergarten to primary four. Selection for English Preparatory and Arabic Preparatory schools was held at the end of Primary Four. If the pupils failed to be selected to join either one of these schools they remained in the Malay medium school for the rest of their schooling. The subjects in primary Malay schools were Malay language, English language, Mathematics, Science, Geography, History, Art, Islamic Studies, Civics and extra curriculum activities such as physical education and cultural activities.

TABLE 2.5.

STRUCTURE OF THE EDUCATION SYSTEM IN BRUNEI DARUSSALAM.

The Malay Secondary School

Introduced in 1966, this school provided seven years of education from Form One to Form Six (Lower and Upper). After 1980, a new regulation was introduced that students who failed in an examination at the end of a year were no longer automatically promoted to the next class and were required to repeat the year in their former class. At the end of Form III, pupils sat the Junior Certificate Examination. In the later 1960's, it was also known as the Malaysian Junior Certificate of Education examination but if they failed twice, they were obliged to leave school in spite of the fact that they were only 14 years old. At the end of Form V, the students sat the Singapore-Cambridge General Certificate of Education "Ordinary Level". Before 1974, the students sat the Malaysian Certificate of Education examination. At the end of Form VI Upper, they sat for the Singapore-Cambridge Higher School Certificate examination 'Advanced Level'. Before 1974, the students sat for the Malaysian Higher School Certificate examination.

The English Schools

The English schools which are administered by the Department of Education are:

English Preparatory School

This school was introduced by the Government in 1951. All subjects are taught in the English language except Malay language and Islamic knowledge. The curriculum is similar to that of the Malay Primary school. Before 1977, each school was headed by a Supervisor who was responsible for its administration. However, in 1977, this type of school was put under the control and administered by a headmaster from a Malay primary school. The Supervisor of the English Preparatory school automatically became the Assistant Headmaster. However, when it was found that the number of English Preparatory school pupils was more than those in the Malay primary schools, the Government decided to build schools which accommodated only English Preparatory school pupils and were administered by Headmasters of their own. But there are still many English Preparatory schools which

share administration and buildings under the Headmaster of the Malay Primary schools.

The English Secondary School

English medium secondary education was introduced in 1953. These schools received pupils who had passed the 'Common Entrance examination' or 'Primary Certificate of Education examination' which they sat after attending a three year English Medium Preparatory school. Some selected students were sent to England by the Government to continue their education. This was during the period 1955 to 1967. Between 1968 and 1978, some selected students were sent to Singapore to continue secondary education there. The pattern of the curriculum, was similar to that of the Malay secondary school except that the examinations at the end of Form V and VI upper were administered by the Brunei and Cambridge examination syndicate located at Cambridge in England.

A Sixth Form Centre was set up in 1975 for all Malay and English Sixth formers. Students from Mission Schools who passed the Brunei-Cambridge General Certificate of Education "Ordinary level" were able to join the Sixth Form Centre after 1978. Students who passed the Brunei-Cambridge General Certificate of Education "Advanced level" in at least two Advanced subjects and two subsidiary subjects, were entitled to further studies abroad at any institution of higher education in the United Kingdom, Singapore, Australia, Malaysia, New Zealand, Canada or the United States provided the institutions were recognised by the Government of Brunei.

The Religious School

This school is administered by the Department of Religious Affairs (now known as the Department of Religious Studies, under the Ministry of Religious Affairs). There are several categories of religious schools:

- (a) Classes conducted before or after normal school hours i.e. morning session from 7.25 a.m. to 12.45 p.m. or afternoon session from 1.15 p.m. to 5.30 p.m.
- (b) As a subject in either Government Malay medium or English medium schools. It is also taught as a subject to Muslim students in non-governmental schools.

- (c) Pupils in the fourth class in primary Malay schools who have been successful in the entry examination for the Religious Preparatory school. This school is a further option in addition to the English medium preparatory school. The preparatory programme is of two years duration and the instruction is given in Arabic for lessons in Malay language, Islamic knowledge and Arabic subjects. All other subjects are taught in English. The curriculum consists of Malay, English, Arithmetic, Islamic Religious Knowledge, History, Geography, Science, Art, Health Education and Arabic subjects.
- (d) Arabic secondary schools. After the pupils have successfully completed two years in the Religious Preparatory schools, they proceed to an Arabic Secondary school. There are two languages of instruction in this school:
 - (i) English, for the Science stream students whose curriculum includes Mathematics, Science, Geography, History and Islamic Studies
 - (ii) Arabic for the Arabic stream students for whom the curriculum is Islamic Religious Knowledge, Koran, Hadith, Fekah, Tauhid, Tafsir, Mustalahal Hadis, Usulfiqh, Faraid, Arabic language and Islamic history.

The courses in the Arabic school last for six years from Form I to Form VI. The pupils sit a public examination while they are in Form 3 similar to the one in the Malay and English secondary schools i.e. the Brunei Junior Certificate of Education. Then at the end of the Upper Sixth form, they take the Certificate of Religious Higher Education examination which is considered the equivalent to the Singapore-Cambridge General Certificate of Education 'Advanced level'. The majority of the students who are successful at this 'A' level examination are sent to Al-Azhar University in Cairo for further studies.

The following are the numbers of pupils attending Religious Schools in Primary and Secondary education for the years 1982-1986.

Level	Year	No.of Schools	No.of Teachers	No.of Pupils
Primary	1982	2	23	210
	1983	2	28	275
	1984	2	28	355
	1985	1	15	227
	1986	2	51	411
Secondary	1982	2	48	455
	1983	2	52	461
	1984	2	61	523
	1985	1	49	318
	1986	2	75	703

The Mission Schools

The British Malaya Petroleum Company opened a Primary English medium school in 1933 which offered courses specially designed for the Company's needs. This was followed by the opening of mission schools. They were mostly managed by Christian missions or by specific churches such as St. Andrew's, St. George's, St. Michael's, St. John's and St. Angela's. They provide kindergarten, primary and secondary education. The highest class is normally Form 5. The curriculum, is subject to the approval of the Department of Education.

Students from the mission schools who are successful in the Brunei-Cambridge General Certificate of Education examination 'O' level, can enter the Government Sixth Form Centre although their entry is subject to their academic qualifications and the availability of space since priority is given to students from Government schools.

The Chinese Schools.

The Chinese community in Brunei started a Chinese vernacular school in 1916. When oil was first found in Seria, they opened more schools. But it was 1970 before these schools received any assistance from the Government. The Chinese Schools provide all classes from kindergarten to the end of upper secondary.

The students who pass the examination held in the last year of upper secondary, normally proceed at their own expense to higher education either ⁱⁿ Singapore or Taiwan. The curriculum

of these schools is subject to the approval of the Education Department.

Adult Education

Adult education was introduced in 1966 initially with the aim of eradicating illiteracy but the emphasis has since shifted towards the improvement of general education, the acquisition of technical skills and programmes for the enrichment of leisure activities. These classes were organised by the Adult Education section of the Education Department and were open to adults who were no longer attending any school. Those who were attending another form of school were not permitted to enrol in the Adult classes.

Centres have been set up throughout the country by using the facilities available in the government schools. Classes are conducted mostly in the evenings. Each class lasts for three hours. Most main Adult Education centres offer courses of academic studies up to GCE Advanced level. Other popular courses of studies include Home Economics, Commercial and other practical subjects. The students have examinations at the end of the year. If they pass, they are awarded certificates which are recognised by the Department of Education. The curriculum is similar to the Government primary or secondary schools.

Adult religious education has also been actively organised. The main objective is to promote a better understanding of the teachings of Islam and to improve the ability to read the Quran. Classes are conducted in various venues such as mosques, suraus, schools, homes and offices. They are under the supervision of Education Section of Religious Affairs Department.

The Vocational Schools

The development of vocational schools was undertaken because of the urgent need to create a pool of trained and experienced local workers as well as to accommodate school dropouts in the technical subjects which are still in great demand. The Department of Education also maintains engineering and building trade schools with various courses.

Most of the students in these institutions are school leavers and Government employees who are undergoing in-service training.

The vocational schools conducted by the Department of Education at present are:

1. Sultan Saiful Rijal Technical College
2. Jefri Bolkiah College of Engineering
3. Institute of Technology of Brunei

These vocational schools aim to produce skilled workers of a high standard.

Brunei Shell's Trade School

This school was established in the late 1950's mainly to provide courses of industrial training for the employees of Shell Brunei. The school provides opportunities for vocational training in addition to those afforded by the institutions supervised by the Education Department. The courses in the Brunei Shell's Trade School are however, specifically related to the skills required by the Company.

The Agricultural Training Centre

At first, this centre was a joint undertaking between the Agriculture Department of the Brunei Government and Brunei Shell in order to promote agricultural development in the state. A pilot agricultural project was started by Brunei Shell in mid 1975 at Kampong Sinaut to study the viability of farming and livestock production within smallholdings aided by modern methods. The valuable knowledge gained from the project which was run in close co-operation with the Department of Agriculture, became the basis for a report leading to the formation of the Sinaut Agriculture Training Centre.

This centre is the focal point in the country for a systematic training for people interested in farming or husbandry to ensure they obtain a good grounding in their chosen field. The Development of agricultural industries

is emphasised in the five year plan of the state which is aimed at promoting local production of basic food items, including rice, vegetables and livestock.

The main emphasis of the full time residential training programme during the first two years was the training for young people who wished to become agricultural technicians or commercial farmers. In 1983, a three year full time National Diploma in Agriculture was introduced. In 1986, the Department of Agriculture of the Ministry of Development (since January 1989 the Department is under the Ministry of Industrial and Primary Resources) assumed full control of the centre.

Religious Teachers' Training College

This college is under the administration of the Religious Studies Department of the Religious Affairs Ministry. Its general aim is to train local students to be religious education teachers for all schools in the state. The duration of the course is three years full time. There are two categories of entrants:

1. Candidates who have passed at least four subjects in the General Certificate of Education 'O' level enrol in scheme 'A'.
2. Candidates who only hold the Brunei Junior Certificate of Education enrol in scheme 'B'.

The only difference between these groups is that the salary scale for Category 'A' is higher than for Category 'B'.

At present, this is the only Religious Teachers' college in the country and only Brunei citizens are accepted.

Teacher Training College

This is a bilingual, co-educational and residential college which was established in 1956. The college trains teachers for all schools in Brunei. By 1979, it had produced more than two thousand trained teachers.

Non-Formal Education

There are several varieties of non-formal education and training programmes in Brunei. They are administered by a number of Government Departments. For instance:

1. Welfare Youth and Sports Department Administers:
 - (a) Guidance classes for handicapped children of the age range 5-18;
 - (b) A vocational training centre for disabled of the age range 18-above;
 - (c) Courses for Youth and Community leaders;
 - (d) Vocational programmes for pensioners.
2. Department of Medical Services and Health Administration~~sters~~
 - (a) Playgroups for handicapped children (0-5 years);
 - (b) Physiotherapy and Occupational Therapy centres (adult patients).
3. The Telecommunications Department has its own training centre to develop and upgrade the skills of its staff.
4. The Public Works Department periodically provides in-service courses, seminars and workshops.
5. The Museum Department runs an Art and Handicraft training centre.
6. The Establishment Department periodically organises in-service courses for Government staff.
7. The Brunei Royal Armed Forces operate a Young soldiers' school which offers an educational programme leading to

the General Certificate of Education Ordinary level. Successful students are prepared for military colleges either in the United Kingdom, Australia, New Zealand or Singapore. This school is also known as the Boys Company.

8. The Information and Broadcasting Department has its own training unit which organises in-service courses for its staff
9. A Mechanical Training Centre is provided by Mitsubishi Corporation with assistance from the Japan International Corporation Agency which offers mechanical engineering courses to school leavers and government employees.

STATISTICS OF SCHOOL POPULATION

In 1986, the number of children enrolled in pre-school classes in both Government and non-Government schools, was 7,792; 39,039 at primary level and 18,661 pupils at secondary level. 2,007 students were enrolled in Higher Education institutions. In total, there were 67,499 children in school that is, 29.8% of the population of Brunei in that year. (see Table 2.6).

The population in schools increases moderately every year.

Table 2.6.

Pre School

	Year	No.of	No.of	No.of	No.of
		Schools/Classes/Teachers/Children			
Government schools	1986	117	216	217	3,862
Non-Gov. schools	1986	32	124	-	3,930
Government schools	1987	116	221	221	3,711
Non-Gov. schools	1987*	32	125	-	3,542
*incl. private kindergarten					

Primary School

		Year	No.of Schools	No.of Pupils	No.of Teachers
Government schools		1982	154	22,170	1,561
(Malay Primary,		1983	153	22,460	1,655
English Prep.		1984	153	23,635	1,691
Arab Primary)	(i)	1985	157	29,638	1,877
	(ii)	1986	119	29,518	2,037
Non-Gov. schools		1982	23	9,512	361
		1983	23	10,311	393
		1984	25	10,738	440
		1985	25	10,846	426
		1986	26	9,521	375

(i) pre-school is
included

(ii) including pre-school excluding English preparatory

Secondary Schools

Government schools	(i)	1982	13	14,890	773
(secondary Malay)	(ii)	1983	18	15,931	1,263
secondary English		1984	18	15,497	1,320
secondary Arab		1985	16	14,813	1,278
secondary Malay/English		1986	19	15,332	1,370
Non-Government schools		1982	10	2,808	189
(Mission and Chinese)	(iii)	1983	10	2,923	200
		1984	10	3,068	206
		1985	10	3,368	191
		1986	10	3,329	209

(i) Boys' Company under Royal Brunei Armed Forces is
included

(ii) Panaga Secondary school is not included

(iii) Secondary Malay, secondary English and secondary
English/Malay are classified as Government Secondary
Schools.

Statistics for Further/Higher Education (until March 1986)

School Level	No.of Schools	No.of Students	No.of Teachers/ Instructors/ Lecturers
Vocational*			
Technical	4	1,182	398
Teacher Training	2	2,194	91
Agricultural	1	27	14
RBAF (Boys Company)	1	68	16
Institute of Education/ University of Brunei	2	209	67
Nursing**	1	27	6
Total	11	2,007	592

*excluding Art and Handicrafts Centre and Brunei Shell Trade School

** Started August 1986.

THE DEVELOPMENT OF TEACHER EDUCATION IN BRUNEI DARUSSALAM

In the early 1950's, there was an acute shortage of teachers for Malay vernacular schools. The only source of recruitment was the Primary Five school leavers because at that time, Primary Five was the highest class. Most of these pupils were persuaded to become teachers. At that time, Brunei did not have her own Teacher Training College and had to depend on teachers trained in colleges overseas. There were teachers' colleges in the neighbouring countries such as Malaysia but the number of Bruneians accepted annually was very small i.e. one or two each year. ¹¹

To overcome the problem of the shortage of teachers, the school leavers who wished to join the teaching profession were appointed as probationary teachers prior to going for training. During their probationary period they attended a teachers' preparatory class every Saturday morning where they learned the methods of teaching in primary schools. Following this probationary period, they sat a selection examination. Those who passed the examination both men and women, were sent to teacher colleges in Malaya, Sarawak and Sabah. The following are the colleges attended by Bruneian teacher trainees since 1934:

Sultan Idris Teachers College, Perak Malaya since 1952

Malacca Women Teachers College, Malaya

Batu Lintang Teachers College, Sarawak

Kent Teachers College Sabah

Kota Bahru Teachers College, Kelantan, Malaya

However, in addition, the Government was also sending some students to the United Kingdom and other English speaking Commonwealth countries to be trained as English medium teachers.

In 1956, the first Brunei Teachers Training Centre was opened in the centre of Brunei Town. This centre was housed in a temporary building constructed of thatch and had only 21 trainees. Later that year, the centre was moved to a permanent building in a secondary school near the town and

was called SOAS College. The number of students increased to 24 in 1959. Although a local teacher training centre had been established, the Government still continued sending student teachers to Malaya. In 1963, the centre offered a course for teachers in Preparatory English medium schools. The students were those who had passed the Lowest Certificate of Education examination. By 1965, another course for Lower Secondary English Medium school teachers was established. This course was open to those who had passed the Cambridge School Certificate or General Certificate of Education Ordinary level examinations.

By 1966, the Teachers Centre offered the following courses:

1. A three year course in Malay medium specially for Malay probationary teachers who had seven or eight years teaching experience.
2. A three year course in English medium specially for probationary teachers who had three years teaching experience in English secondary schools
3. A three year course in English medium for students with five years of secondary education in English medium schools.

In 1967, a massive programme was launched to upgrade the academic standard and teaching ability of those teachers with only a primary academic education. Initially, 400 teachers were put through a part time in-service course. In 1975, the minimum requirement to be a qualified teacher was raised. It then became necessary to have passed at least four subjects in the Cambridge School, Certificate of General Education Ordinary level or to have gained the Malaysian Certificate of Education with passes in at least four subjects. In 1971, the Teachers' Training College moved to a new permanent building in Gadong on the outskirts of Bandar Seri Begawan and was called Sultan Hassanah Bolkiah Teachers' College. Since then, the college has introduced certain selective measures by giving preference to those candidates who have 'O' levels in Science, Mathematics, English Language and one other subject. This is to ensure the quality of the future teachers. By raising standards the intention was to make teaching a profession and not just a form of employment.

In January 1985, the Sultan Hassanal Bolkiah Teachers College was upgraded and redesignated as the Sultan Hass^{an}nal Bolkiah Institute of Education. This change has significantly altered the structure of formal education in Brunei Darussalam. It was envisaged that the establishment of this Institute would be the basis for further development of other higher education institutions. Indeed later, in October 1985, the University of Brunei Darussalam was established and the Sultan Hassanal Bolkiah Institute of Education became part of the University and at the same time, the Institute began its first Bachelor of Education degree course for in-service teachers emphasising primary education, especially the teaching of primary science, English Language and Mathematics. As an Institute of Education whose prime objective is the production of teachers and educationalists, it is the aim of the Institute that the students will gradually strengthen the foundation of the educational ladder.

To conclude the development of teachers education in Brunei Darussalam, there have been two phases both for pre-service and in-service training, that is first, prior to 1956 when all local teachers were trained abroad and secondly, after 1956 when the first steps were taken to train teachers locally.

Brunei Arts and Handicrafts Training Centre

Brunei Darussalam has been well known for its craftwork particularly in silver and bronze but over the years, these crafts have been gradually dying out. In order to revive them, the Government set up the Brunei Arts and Handicraft Training Centre in 1975. The centre was first housed in temporary quarters in Berakas. It later moved into a permanent building - an impressive ten storey edifice which incorporates both training, exhibition and marketing facilities.

The Art and Handicrafts Centre offers a wide range of training in making silverware, brassware and bronzeware for

local craftsmen exercising traditional skills. The articles produced by the trainees include jugs, trays, boxes, napkin rings, spoons, threads and bracelets. Traditional cloth-weaving is one of Brunei Darussalam's oldest cottage industries and 'Jong Sarat' is the most famous of the many products. It is made by inter-weaving cloth with silver and gold threads into strikingly beautiful patterns. The 'Jong Sarat' is the trademark of Brunei weaving and it is used throughout the state during royal ceremonies as well as for decorations and souvenirs. Also available at the centre is an assortment of beautifully woven baskets and mats of bamboo and 'pandan', a kind of screw pine leaves.

This centre accepts about 30 to 40 candidates annually. Those accepted for entry have normally passed the Brunei Junior Certificate of Education examination. They undergo training for two or three years.

Mechanical Training Centre

This centre was opened in February 1986. It is under the administration of the Department of Schools, Ministry of Education. The buildings and equipment were provided by the Mitsubishi Corporation, and the technical instructors were provided by the Japanese Government through the Japan International Corporation Agency (JICA).

The centre accepts school leavers and government employees from various departments such as the Public Works and Agriculture Departments. The courses aim to provide the trainees with an understanding of basic construction operations and maintenance of construction machinery.

The University of Brunei Darussalam

The University of Brunei Darussalam became fully operational on 28th October 1985, when it opened its doors to an initial intake of 176 undergraduates. Courses last for four years and at the end of this period, those who have fulfilled all conditions of study are awarded the degree of Bachelor of Arts (Honours) or Bachelor of Science (Honours). All courses are based on the semester system and each semester lasts eighteen weeks. At the end of each semester, there is an examination. Graduation to the Bachelor of Arts degree requires a total of at least 120 credit units. The Bachelor of Science degree (Education) and Bachelor of Arts (Education) require at least 132 credit units. In addition to two examinations per semester, there is usually continuous assessment of course work and attendance at lectures, tutorials and practicals is compulsory.

Currently, applicants seeking admission to the University are required to have a minimum of two 'A' levels. At present, there are two faculties; the faculty of Arts and Science and the faculty of Education offering courses in the following disciplines:

1. B.A. in the medium of Malay; subjects offered are Malay literature, Economics, Geography and History.
2. B.A. (Education) in the medium of Malay; subjects offered are Malay language, Malay Literature and Islamic Studies
3. B.A. (Primary Education) in the medium of English
4. B.Sc. (Education) in the medium of English; subjects offered are Biology, Chemistry, Physics and Mathematics
5. B.A. (Management Studies) in the medium of English
6. B.A. (Social Policy and Public Administration) in the medium of English

After the establishment of the faculty of Education, it was decided that the Sultan Hassanal Bolkiah Institute of Education should become an integral part of the University structure. With two out of six courses in the medium of Malay and four in the medium of English, the University recognises the concept of bilingualism introduced by the Ministry of Education and currently being implemented in stages.

Although the initial intake seems small, it should be seen in the context of the nation's small population and the University's determination to aim for quality in teaching, research and community service with due recognition being given to Brunei Darussalam's national philosophy as a Malay monarchy. In accordance with this national concept, the University seeks to be directly related to the needs and aspirations of the nation and society and to contribute to the creation of an integrated, loyal and harmonious society.

In its efforts to promote the economic, social and cultural development of the nation, the University has a responsibility to produce relevant manpower equipped with the highest possible qualifications and reflecting the special character and needs of Brunei Darussalam. Since Brunei Darussalam is a fully sovereign and independent nation, it is felt inappropriate that it should have to rely on overseas universities for training its graduates. In addition to formal degree courses and in line with the national objective of improving the quality of life, the University will provide opportunities to members of the public to pursue further studies through programmes of non-formal and continuing education.

The University is also seeking to establish effective co-operation with other institutions of higher learning and research throughout the region. Full attainment of these goals will require development over a timespan longer than the present planning period but the immediate task is to create a foundation for the human, academic, organisational

and physical aspects of the University and to set its growth on a path consistent with the ultimate goals. Current academic programmes are closely linked to the Brunei Fifth National Development Plan. From this point of view, particular attention will be given to applied Sciences and Engineering.

Before any major expansion of the University can be implemented, it has to be accepted that during the first few years, the scale of academic activities will be strictly limited, firstly, by the capacity of the temporary campus at Gadong and secondly, by the number of qualified entrants seeking admission. Nevertheless, by 1988, it is planned that the permanent campus at Tungku (6 miles from the capital town) will be available with a capacity sufficient to meet the projected increase in the number of qualified candidates. Planning is based on a ten year forecast. When the permanent building is completed, the University will have about 3,000 undergraduates including those at the Institutes of Education and Technology. With this integrated structure, all three institutions will share a common campus and facilities. The University will accept the school leavers from Upper Sixth forms, candidates of mature age and other special admissions. Scholarships will be available for specially selected entrants from Asian countries to undertake undergraduate courses. Under the academic plan, the University is designed to meet the manpower needs of the nation but there is also sufficient flexibility to allow it to respond rapidly to changing situations and to new demands.

The Administrative Organisation Structure of Brunei Education Department Before 1984

In 1912, the first school in Brunei was under the administration of the British Resident. The British Resident had been responsible for making education in Brunei compulsory for every child between the ages of 7 and 14 who lived within two miles of a Government vernacular school. Most of the officers selected by the British Resident to administer education in Brunei, were British Education

Officers seconded from Malaya. In 1934, the first two Bruneians became Heads of schools.

The highest post in the Education Department in 1936 was that of Superintendent of Schools who was responsible to the Sultan and the British Resident. After 1936, local people trained as teachers in overseas institutions such as the Sultan Idris Teachers College in Malaya and Batu Lintang Teachers College in Sarawak. It was not until 1951 that most of the officers in the Education Department were locally recruited. The administrative structure of the schools in 1912 is given in Table 2.7.

Organisational changes have been made in response to increases in responsibility, task specialisation and the growth in the numbers of staff. The Education Department in 1951 was headed by the State Education Officer, assisted by a Superintendent of Malay Education. The schools were divided into three groups, roughly corresponding to the administrative districts in the state i.e. Brunei/Muara, Tutong, Kuala Belait and Temburong. The District Supervisors, the Headmasters and the visiting teachers were all answerable to the Superintendent of Malay Education who was in turn responsible to the State Education Officer. The State Education Officer was himself responsible to the British Resident. The 1951 structure was maintained until 1966 (see Table 2.8). ¹²

A new organisation of structure was set up in 1966. (see Table 2.9) ¹³ In this structure, the title of the State Education Officer was changed to that of Director of Education. A new post of Superintendent of English Education was created and more school inspectors and organisers were appointed to cope with the increasing responsibilities of the Department of Education.

The 1966 structure of the Department of Education clearly indicates an attempt to apply the concept of division of labour. The Superintendent of English Education was to be responsible for the Government English medium preparatory schools introduced in 1951. The creation of the posts or

organisers, officers and additional inspectors was in line with the increasing specialisation of educational tasks and an expanding service. An Education Advisory Committee and a Scholarship Committee also played an important role in supervising the progress of education in the state.

Table 2.7

THE ADMINISTRATIVE STRUCTURE OF THE FIRST SCHOOL IN 1912
IN BRUNEI DARUSSALAM

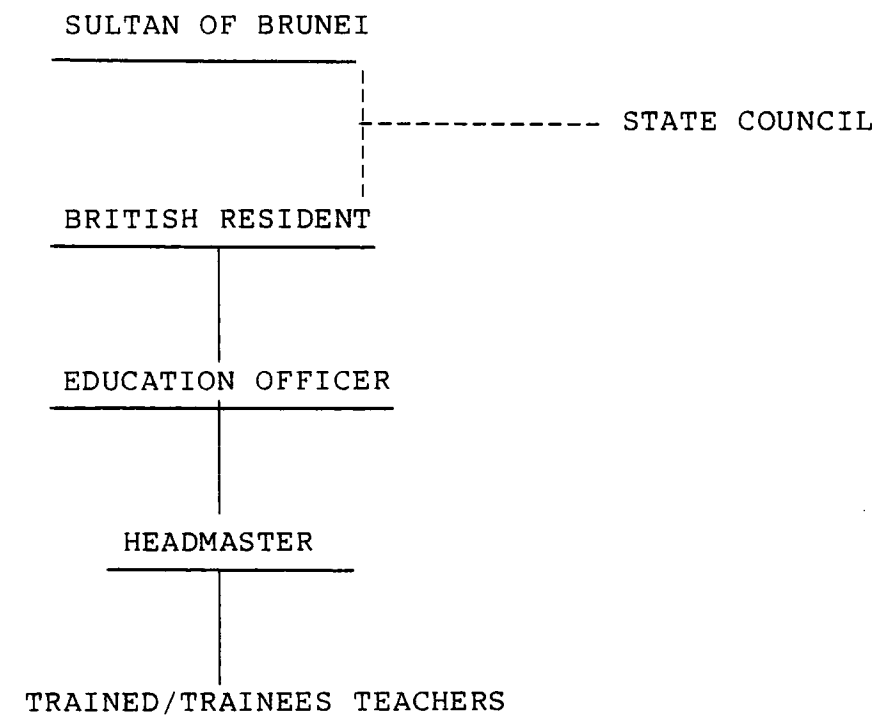
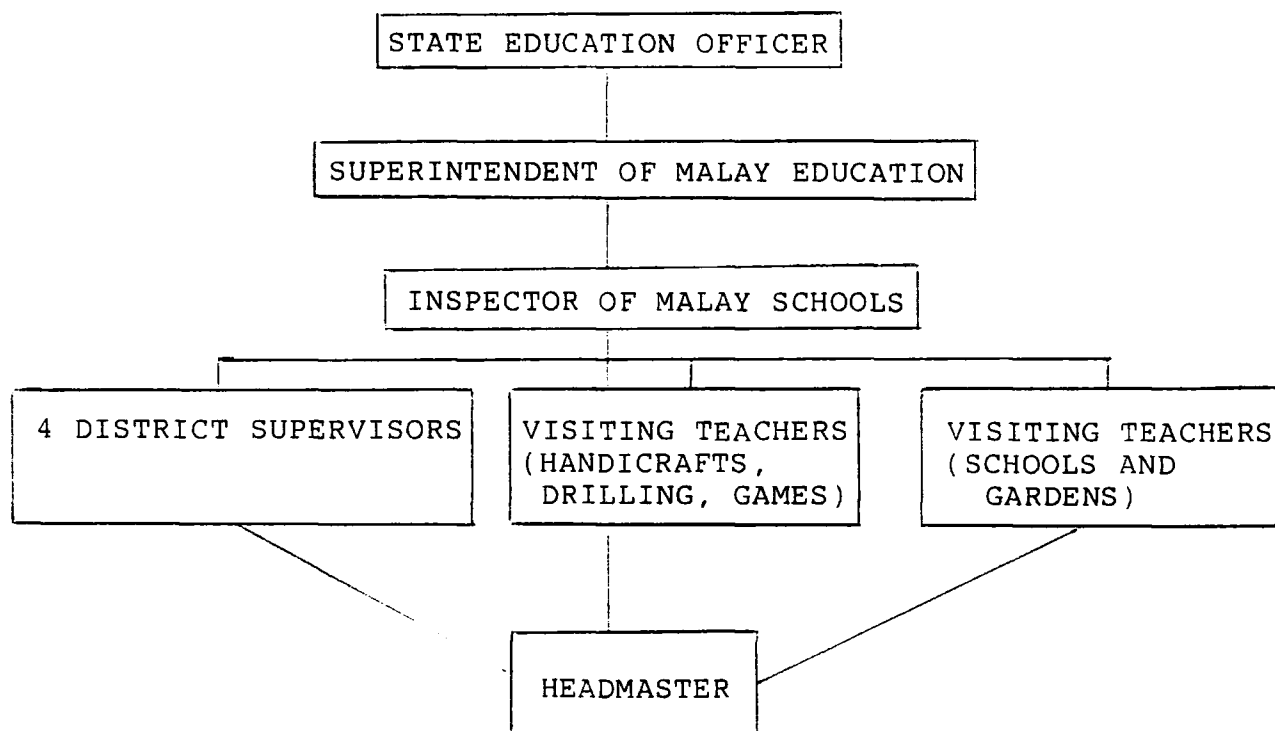


Table 2.8

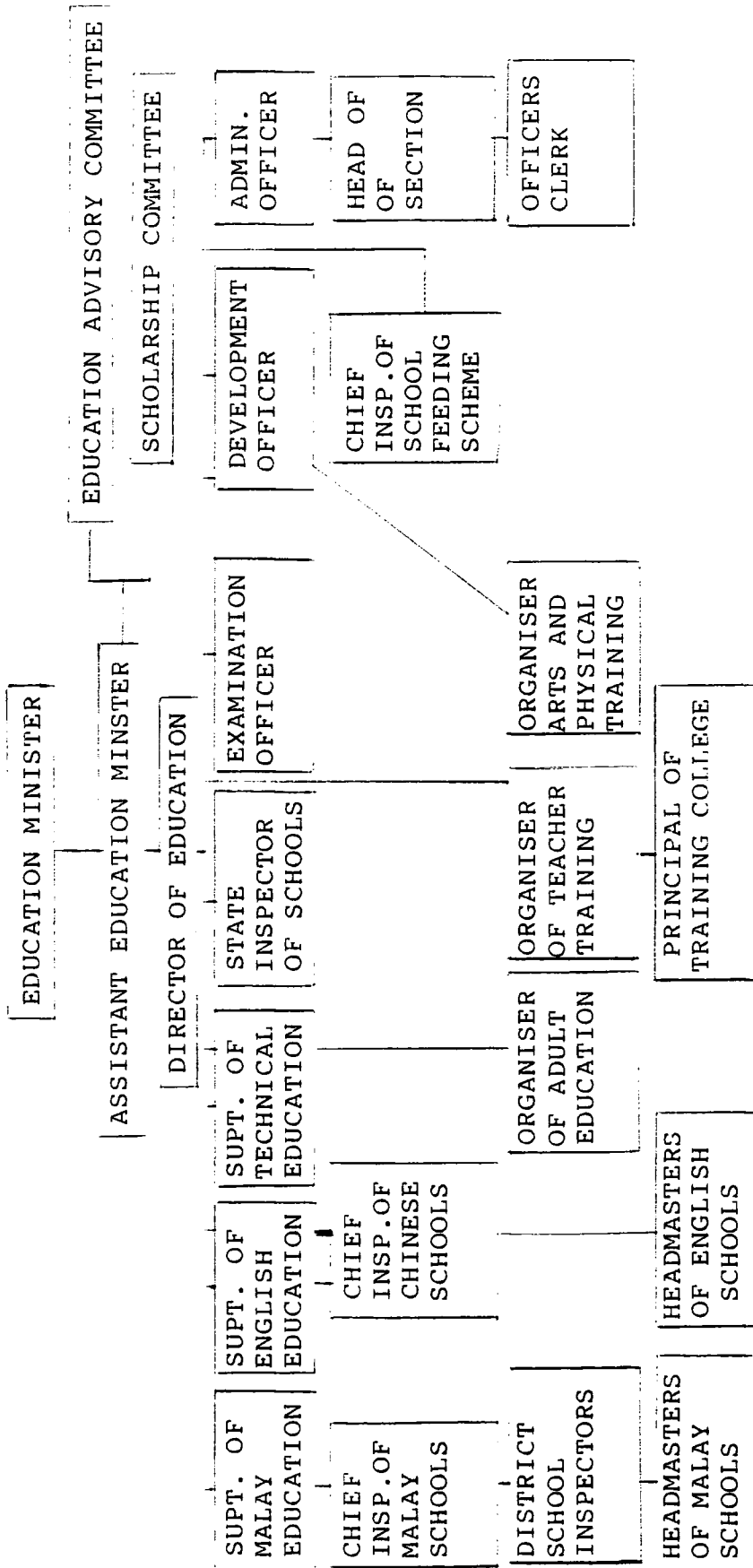
THE ADMINISTRATIVE STRUCTURE OF THE DEPARTMENT OF EDUCATION IN 1951



Source: Permanent Circular 29th November 1951

Table 2.9

THE ADMINISTRATIVE STRUCTURE OF THE DEPARTMENT OF EDUCATION in 1966



Source: Brunei Education Department, Education Journal. Issue 1, Vol. 1 1974. P23

Note: Since 1966, the posts of the Education Minister and the Assistant Education Minister have not been filled.

To implement the recommendations of the Report of the 1972 Education Commission, in 1974, the administrative organisation of the Education Department was again revised. (See Table 2.10) ¹⁴ Basically, the changes were:

- (i) The formation of an Education Council to replace the Education Advisory Committee
- (ii) The establishment of an Inspectorate Department
- (iii) The establishment of a Planning, Research and Guidance Unit within the Department of Education
- (iv) The posts of Superintendent for Malay and for English education were abolished and replaced by the post of Superintendent of Primary Education and Superintendent of Secondary Education
- (v) The examination section became a separate department known as the Board of Examinations.

The Department of the School Inspectorate and the Board of Examinations Office were directly linked to the State Secretariat. The Director of Education had no authority over the activities of these two departments.

In 1983, further changes took place in order to improve the working of the Education Department. It was then clear that the separation of the Inspectorate and the Examination Department led to difficulties and sometimes a conflict of interest between the departments. So the 1983 reorganisation of administration made the Inspectorate and the Examination Departments directly responsible to the Director of Education. (See Table 2.11) ¹⁵. At the beginning of 1984, the introduction of Cabinet type of Government in the state and other changes, resulted in the appointment of four Assistant Directors of Education, each responsible for a particular administrative division. In 1985, another two Assistant Directors of Education were appointed. The Assistant Directors are responsible to the Director of Education. Each Assistant Director has a particular area of responsibility:

Table 2.10

THE ADMINISTRATIVE STRUCTURE OF THE DEPARTMENT OF EDUCATION IN 1974

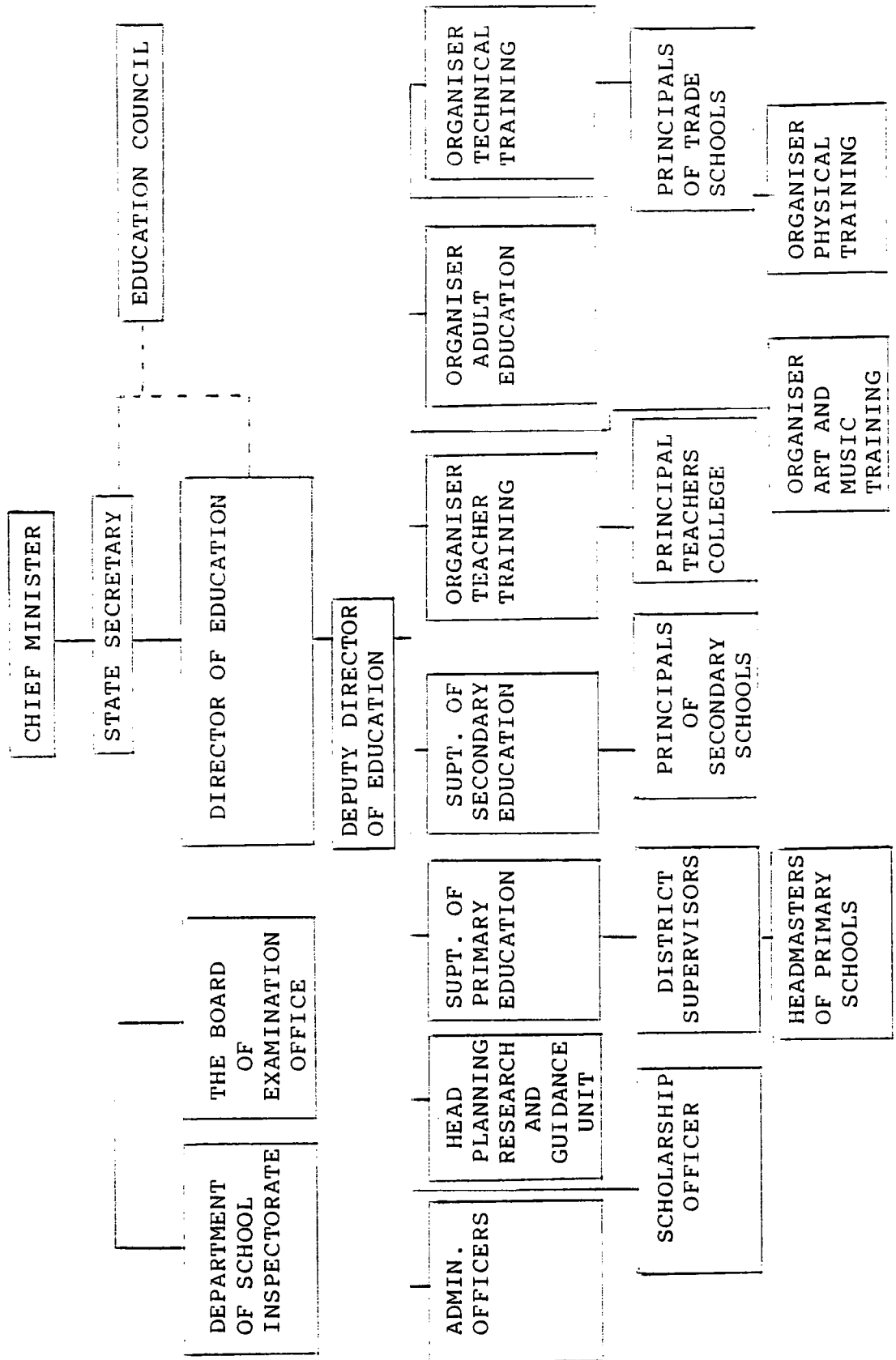


Table 2.11

THE ADMINISTRATIVE STRUCTURE OF THE DEPARTMENT OF EDUCATION 1983

CHIEF MINISTER					
STATE SECRETARY					
DIRECTOR OF EDUCATION					
DIRECTOR OF INSPECTORATE	DEPUTY DIRECTOR OF EDUCATION	ASST. DIRECTOR OF INSTITUTE OF EDUCATION	CHIEF OF EXAMINATION BOARD	ASST. DIRECTOR (EXTRA CURRIC. ACTIVITY)	
ASST. DIRECTOR (PLANNING AND DEVELOPMENT)	ASST. DIRECTOR (ADMIN.)	ASST. DIRECTOR (PRIMARY EDUCATION)	ASST. DIRECTOR (CURRICULUM)	ASST. DIRECTOR (EXTRA CURRIC. ACTIVITY)	
1.Planning and Dev.	1.General Admin.	Primary Schools	1.Curric.	1.Physical	
2.Building Planning	2.Services	Secondary Schools	2.Resources	2.Moral	
3.Scholarships	3. Finance		3.Education Television	3.Hotels and Feeding Scheme	
4.Training Unit				4.Evaluation	

Source: Education Department Annual Report 1984

1. Assistant Director (Planning and Development) responsible for planning and development, buildings planning, scholarships and the Training Unit.
2. Assistant Director (Technical and Vocational) responsible for technical, vocational and Adult education.
3. Assistant Director (Administration) responsible for general administration services and finance
4. Assistant Director (Secondary Education) responsible for secondary schools
5. Assistant Director (Primary Education) responsible for primary schools
6. Assistant Director (Extra Curricular Activity) responsible for physical and moral education, hostels, feeding schemes and evaluation

The Structure of Ministry of Education Since 1986

The 1984 organisation of the Ministry of Education was maintained until October 1986 when there was a major reshuffle of the central government cabinet following the death of Sultan Omar Ali Saifuddin.

A new Minister of Education was appointed, which led to the creation of a number of additional senior posts in the Ministry. This was because the Ministry of Education was, at this time, entirely separated from the Ministry of Health and a number of posts which had formerly been jointly staffed became the sole responsibility of the Ministry of Education. Under the new structure, all educational matters are referred directly to the Minister of Education. There are now six departments with each department headed by a Director. (See Table 2.12)¹⁶. The departments are:

1. Administration and Services Department.
Their responsibilities are establishment, general administration, maintenance and supplies, finance and accounts, feeding schemes and hostels.
2. Department of Examinations.
Their responsibilities are external and internal examinations

3. Planning, Development and Research Department.
Their responsibilities are internal scholarships and overseas sponsorships, training, resources planning, buildings, research and development.
4. Department of Schools.
Their responsibilities are primary schools, secondary schools, technical and further vocational institutions, extra curricular activities, non-governmental schools, counselling, guidance and careers.
5. School Inspectorate Department.
Their responsibilities are inspection and evaluation (schools), supervising and advising teachers.
6. Department of Curriculum Development.
Their responsibilities are schools' curriculum book production, media and educational resources.

After October 1986, the Sultan Hassanah Bolkiah Teachers' College was upgraded to become the Sultan Hassanah Bolkiah Institute of Education which became part of the faculty of Education of the University of Brunei Darussalam. This Institute and the Institute of Technology and the Nursing College ceased to be under the control of the Ministry of Education. The Director of each institute is answerable to the Deputy Vice Chancellor of Brunei Darussalam University who is responsible to the Minister of Education. Another independent body called the Education Planning Council has been created to supervise the development of education. This council is responsible for planning the development of education in Brunei.

In summary, the development of educational administration in Brunei since 1912, can be divided into two periods:

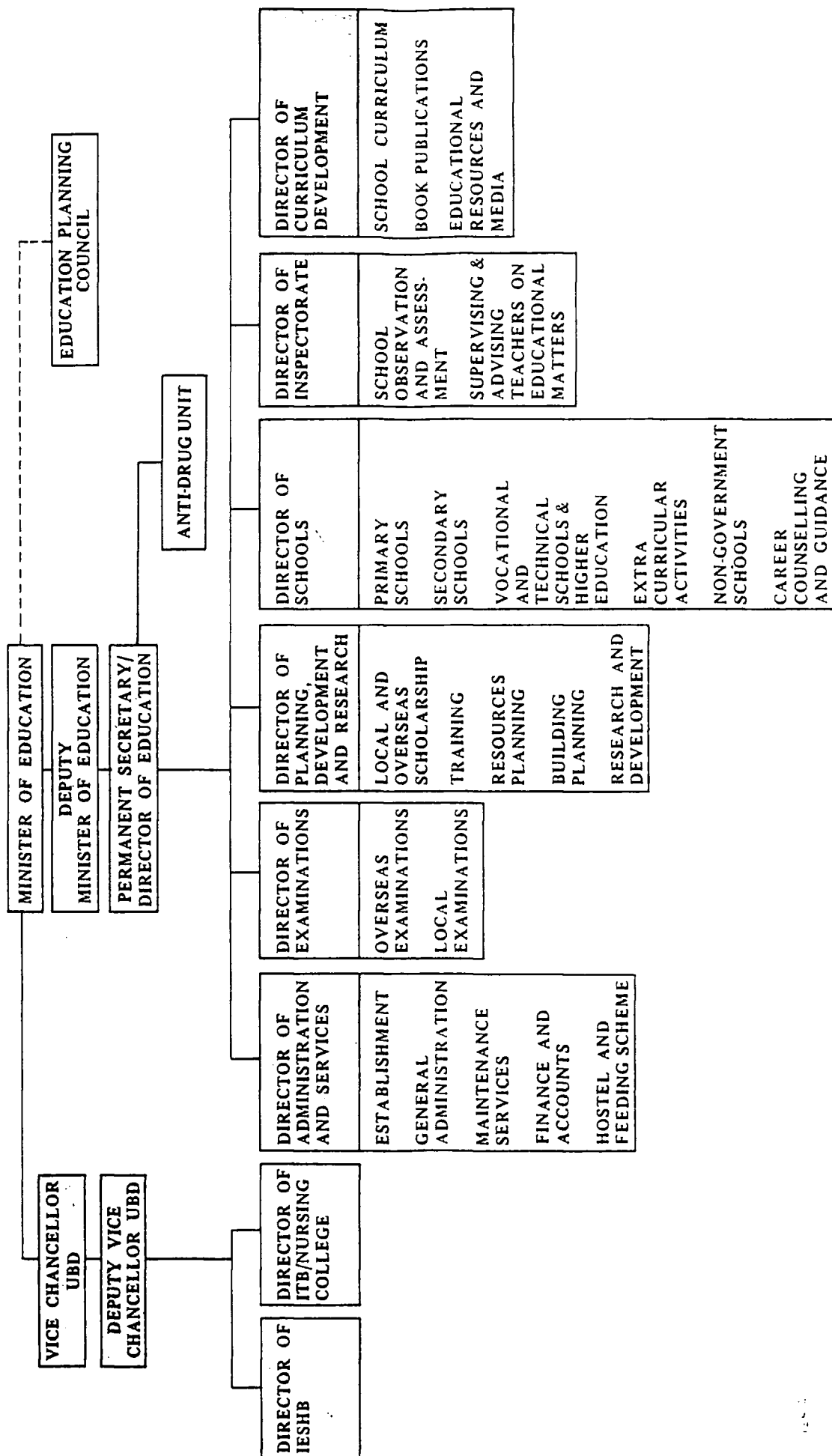
1. Education before Independence
2. Education after Independence

With the increase both of the school population and its needs, changes have been made to develop the standard of education and meet the needs of the country in general.

Table 2.12

ADMINISTRATIVE AND ORGANISATIONAL STRUCTURE OF THE MINISTRY OF EDUCATION BRUNEI DARUSSALAM

SINCE OCTOBER 1986



Educational Expenditure

All educational expenditure in Brunei Darussalam is fully financed by the Government except for the private schools. The education budget is the second largest item of government expenditure being exceeded only by the defence budget. For example, in 1983, a sum of \$211.2 million was approved by the government for the budget, which was about 10% of the total national budget or about 3% of the national income.

Normally, the estimated educational budget is drawn up about six months before the start of the financial year and is forwarded to the Ministry of Finance for detailed scrutiny, co-ordination and incorporation before it is approved by the National Budget Committee and the Cabinet. These processes are indicated in Tables 2.13(a), (b) and (c).¹⁷

The approved budget is expressed in treasury warrants which are controlled by the Economic Planning Unit of the Ministry of Finance. The Director of Education is authorised by the Ministry of Finance to sign the warrants. He can delegate to his officers the authority to indent. The expenditure on education has increased each year, partly because the service has been improved and expanded. However, the budget for education decreased after Independence because the Government concentrated spending more on infrastructure development. For example, in 1988 the Education budget was estimated at 15% of the whole budget. This means the budget came third after the Armed Forces and Public Works, (each 24%), and miscellaneous services (22%).¹⁸

TABLE 2.13 (a)

DEVELOPMENT FUND FOR EDUCATION 1960-1978

YEAR	PROVISIONS (MILLION B\$)	EXPENDITURE (MILLION B\$)
1960	1.59	NA
1961	0.50	NA
1962	1.01	NA
1963	0.70	NA
1964	1.12	NA
1965	1.54	NA
1966	3.01	NA
1967	6.51	NA
1968	1.93	NA
1969	1.92	NA
1970	1.55	NA
1971	68.20	NA
1972	4.78	1.8
1973	71.07	62.08
1974	52.24	51.97
1975	6.30	4.82
1976	13.15	12.75
1977	17.06	20.45
1978	25.29	11.98

Source:

Report of the 1972 Education Commission PP.45-46
 Education Annual Report 1972-1977
 Brunei Statistical Yearbook 1978/79

NA = Data not available

TABLE 2.13 (b)

EDUCATIONAL RECURRENT PROVISION AND EXPENDITURE
1973 to 1983

YEAR	PROVISION (MILLION B\$)	EXPENDITURE (MILLION B\$)
1973	60.43	50.02
1974	53.99	58.40
1975	45.19	41.88
1976	53.45	47.30
1977	58.73	62.97
1978	74.57	70.62
1979	90.41	82.79
1980	112.40	111.95
1981	158.19	134.32
1982	172.44	NA
1983	211.24	NA

Source:

Education Annual Report 1973-1977

Statistical Yearbook 1978/79/80

Education Warrant 1982 (Brunei Darussalam)

Education Warrant 1983 (Brunei Darussalam)

NA = Data not available

TABLE 2.13 (c)

GENERAL EDUCATION FUNDS

YEAR	AMOUNTS in Brunei Dollars	
1959	B\$	1,916,609.00
1964		9,150,436.00
1969		19,054,205.00
1974		74,163,509.00
1979		90,235,316.00
1984		215,826,522.00
1987		271,535,339.00

SCHOLARSHIP BUDGET (Granting scholarships to study abroad)

YEAR	BUDGET	
1959	B\$	420,000.00
1964		1,295,794.00
1969		1,541,709.00
1974		4,000,000.00
1979		11,000,000.00
1984		40,000,000.00
1985		25,000,000.00
1986		25,000,000.00

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2. Pelita Brunei Wednesday 4th January 1989 P.3
3. Table 2.1
4. Brunei Annual Report 1951 P.24
5. Brunei Annual Report 1952 P.40
6. Table 2.2
7. Table 2.3
8. Table 2.4
9. The Statistics Unit Report 1985/86
10. Table 2.5
11. Brunei Annual Report 1950 P.27
12. Table 2.8
13. Table 2.9
14. Table 2.10
15. Table 2.11
16. Table 2.12
17. Tables 2.13(a), (b), (c)
18. Estimated Government Expenditure 1988;
The Sunday Times, September 18, 1988 P.12

CHAPTER 3

THE OBJECTIVES OF THE 1972 EDUCATION AND ITS IMPLEMENTATION

After education was formally established in Brunei in 1912, until 1962 there was no comprehensive policy for the curriculum in the schools. The teachers were simply expected to provide the children with an elementary knowledge of the 3Rs. In the early years most of the teachers were seconded from Malaya and they taught the children using the same syllabus or curriculum they used in Malaya as well as using Malaysia textbooks. Not until 1962, was an Education Policy introduced in Brunei which was drawn up by two educationalists from Malaya named Aminuddin Baki and Paul Chang. This education policy was designed, firstly, to provide the country with the necessary manpower qualified in administrative, commercial, industrial and other fields. Secondly, to establish a national identity for the people of Brunei whose loyalty should be undivided. Thirdly, to provide equal opportunities of education and increase the standard of education in order to create an educated community which was seen as a precondition of the future success of democracy in Brunei.

However, these aims were not fully achieved. So, after considering the problem, the Government decided to set up a new Education Commission. In 1970, a proposal for an education policy was forwarded to the government and approved by the State Council in 1972. It was known as the 1972 Education Commission Report and became the national education policy of Brunei. However, the Government failed to ensure that the details of the policy were widely known among the teachers, the pupils and the public in general. Between 1972 and 1982 the Government monitored progress towards achieving the objectives of the policy. It became clear that it was not being fully implemented. So, in August 1982 His Majesty the Sultan of Brunei appointed a group of senior government officers who had experience in educational matters to be responsible for ensuring that the 1972 education policy was fully implemented according to the plan. They were called the 'Education Council'. There were seven members in the Education Council.

- (1) The Director of the Language and Literature Bureau as the chairman.
- (2) The Head of the Educational Planning, Research and Guidance Unit as the Secretary.
- (3) The Director of the Education Department as a member.
- (4) The Commissioner of Labour as a member.
- (5) The Chairman of the Public Service Commission as a member.
- (6) The Head of the Religious Affairs Department as a member.
- (7) The Senior officer of the Economic and Statistical Unit as a member.

In addition to ensuring that the 1972 Education Policy was implemented, they were required to submit proposals to the Government for improving the education service in the country. The Education Council is required to ensure that any education policy conforms to the principles of the Brunei Constitution. There were eight major objectives in the Education Commission Report of 1972.

POLICY I To make Malay the main medium of instruction in national primary and secondary schools as soon as possible in line with the requirements of the Constitution.

Officers including teachers were entrusted with the task of evaluating and organising the teaching of the Malay language including the jawi script appropriate to the class and the age of the students.

They had to be briefed for their duties and allotted a certain time to complete each project so that progress which had been planned could be assessed and if there were problems which were causing delays, the matter could be reviewed and alternatives

tried.

A Malay language syllabus was drawn up for the various classes and levels of ability. It was considered important to ensure that children taught through the medium of the Malay language would be able to follow the lessons. Arrangements were made on following lines:

- (1) The syllabus contained such explanations as were necessary to help the teachers. The periods allotted in the timetable in every school were proportionate to the total number of subjects so that the teaching of the Malay language was compatible with other subjects.
- (2) The content of the syllabus was arranged carefully and began with the subjects easily understood by pupils according to their age and class.

To facilitate the teaching of Malay language it was necessary to provide suitable materials such as pictures or audio-visual aids. This material was carefully evaluated to ascertain its suitability, since such materials are very expensive.

In addition the contents of any book were carefully selected in accordance with the following criteria:

- (1) Malay language textbooks should contain sentences or phrases which have been systematically arranged and are connected with one another. The contents should include material which the pupils will find interesting and which should encourage high moral standards.
- (2) Local publishers should be encouraged to promote themes connected with Brunei in their textbooks, supplementary reading materials and reference books. If the subject requires other themes which are not

connected with Brunei, they should contain general knowledge relating to such subjects as Geography, Science and Technology.

It was also suggested that to teach Malay language effectively would require teachers capable of using suitable methods. The speed of learning the subject depends on good teaching. A capable teacher would be able to teach more quickly than a less capable one. The difference, while not obvious in the short term could be considerable over the period of a year. At present in Brunei, the time taken to teach a topic is longer than in many other countries. For this reason the matter has been reviewed and initiatives taken to increase the efficiency of the teachers. Teachers were encouraged to make workbooks for the Malay language including the use of grammar in line with a syllabus appropriate for the ages and abilities of the pupils. Teachers of the Malay language were encouraged to record all their methods, and also to note down the results obtained so that the material could be used as a research study and as the basis of comparison. In addition they were required to record all the problems that they encountered while teaching the language.

A Malay Teaching and Research Centre equipped with all the necessary facilities was to be established either at the Teachers' College or at the Sixth Form centre or at a special college for the teaching of Malay. The functions of the centre, among other things were to study, examine, review and formulate systems for the teaching of the Malay language compatible with the aims of the Educational policy. The special functions of the Malay Teaching and Research Centre were:

- (1) Training of qualified teachers of the Malay language.
- (2) Research into and review of the teaching of the Malay language in certain fields such as the use of the Malay language as the medium of instruction for all

levels of schooling and all subjects including Science and Technology.

- (3) Research on the development of the Malay language as the sole official language of the state.

Voluntary bodies were to promote the development of the Malay language. These voluntary bodies co-operated with the Language Research Centre, the Language and Literature Bureau, the Education Department and other responsible agencies and assisted those departments in reviewing, examining and evaluating the results of the research which was undertaken. These voluntary bodies were also encouraged to organise competitions open to teachers and general public interested in the field of language and literature and to compile books for the purpose of teaching the Malay language. The voluntary bodies also held seminars, forums or symposia on the development of the Malay language and its usage, and assisted in the publication of the results of research. The voluntary bodies received both moral encouragement and material support for their work.

A section was established within the Language and Literature Bureau and the Education Department to assist in the following activities:

- (i) Reviewing old and new manuscripts, articles and books on the teaching of the Malay language and other books in Malay language for comparison with the present Malay language which is taught at all levels in the schools.
- (ii) Collecting examples of good foreign language publications to ascertain whether they can be used to help in the development of the Malay language including the translation of the best of such books into Malay.

Teachers were encouraged to develop their own methods of teaching to facilitate language among their pupils and produce

high levels of attainment. It was proposed that the various methods should be monitored for comparison and review purposes. The teachers' college was entrusted with the task of undertaking research into effective methods of teaching the Malay language. Any methods proposed were to be accompanied by practical directions such as could be followed by students training to be teachers. Any method found to be effective and which had been successfully put into practice would be periodically re-assessed with the object of making further improvements. Finally the Teachers' College was required to explore ways of teaching Malay to pupils for whom it was a foreign language.

The Inspectorate section was required to supervise and report on the work of teachers in primary, lower and upper secondary schools to improve their methods of teaching.

POLICY 2: To raise the standard of the English language in the primary and secondary schools in the country

A survey of the local teachers was made to discover those who were qualified to teach English in primary Malay and Preparatory English schools to reduce the problem of shortage of teachers of English. The Education Department in the Teachers' College organised a special training course on teaching the English language in order to raise standards in the subject. Every measure implemented for teaching the English language was periodically reviewed in an attempt to make it more effective. The policy stressed that the development of English language teaching should not be at the expense of other subjects. The Education Department established a section within the Planning, Research and Guidance Unit to review the system of teaching the English language.

In addition the section had the following functions:

1. To assess children's understanding of those parts of the English language syllabus which they have been taught. Each class was to be tested and from the result an attempt was to be made to determine the best methods of teaching the subject.
2. To provide training for teachers by holding seminars or courses on the methods which have been found to be the most successful.
3. To investigate the most suitable methods for teaching pupils who are learning English as a second language in addition to the Malay language. The selected methods were to be published as a guide to teachers of English in all state schools and especially to teachers in primary schools.

An additional section to review and undertake research into the teaching of the English language was established in the Teachers' College. This section had the following responsibilities:

1. To review and arrange an English language syllabus according to the age/class level of the pupils. The syllabus was to be tested on an experimental basis before being implemented in all schools and colleges in the state.
2. To prepare and review the vocabulary for each English language lesson to be taught starting from the primary schools.
3. To undertake research in order to discover a method which was simple and effective for the teaching of the English language in primary schools where English was not the medium of instruction.
4. To provide training in the use of a fully equipped language laboratory.

Provision was made for all schools which used Malay as the medium of instruction to encourage their pupils to read, write

and speak in English during a special period. To achieve this facilities were provided such as libraries equipped with supplementary reading materials and other equipment to support the teaching of the language.

An officer was appointed to the Planning, Research and Guidance Unit in the Education Department responsible for research into the English language. His duties included:-

1. Holding in-service courses for English language teachers at appropriate times.
2. Observing the teaching of English in schools to ascertain whether the required standards were being achieved.

A special room equipped with appropriate apparatus was provided for the teaching of English in Primary, Lower and Upper secondary schools and colleges. To help students to learn English on their own, language laboratories were provided wherever possible. For Upper Secondary Schools and Colleges in which the medium of instruction was not English, a special class was organised which was compulsory for all students who intended going to overseas universities. Those who had not attended the class were not eligible for financial support for study abroad.

Seminars, short courses and other activities were held for teachers of English in primary schools to enable them to exchange ideas and discuss the best methods for teaching their subject. To overcome the shortage of good English teachers the Education Department sent for study abroad students qualified and keen to become teachers of English. Non-graduate teachers of English were encouraged to undertake further studies to obtain their degrees. The scheme not only included provision for those qualified to go to University but also provided facilities for others interested in further study to take courses in the English Language. The aim of these measures was

to secure a sufficient number of well qualified teachers of English to meet the needs of the schools and also to avoid a shortage in the future. However, this was not achieved because the number of teachers allowed to go abroad was limited to only two or three a year. And of those who did go abroad not all chose to study the English language for their degree course.

Qualified teachers and those who had obtained qualifications which enabled them to become teachers of English language were given an additional increment in their salaries, that is one year's increment for Diploma holders and those who passed in degree courses were appointed as Education Officers. The English language syllabus was periodically reviewed to ensure that it remained up to date.

The Department of the Inspectorate observed the work of pupils and reported on the progress of the teaching of English at all levels of Education in the state. It was hoped that this would enable any problems found to be solved quickly.

POLICY 3: To place more emphasis on religious teaching (Islam) in line with the requirements of the Constitution.

An Islamic Religious Education syllabus appropriate to age or class at all levels of education up to Form VI was drawn up. It was adapted to suit the requirements of an examination so that the subject of Islamic religion could be taught up to university level. Progress was periodically reviewed and improvements were introduced. Textbooks were compiled based on the new syllabus. Simple sentences were used so that the work could be understood by students just beginning their study of the subject. The Islamic religious teaching, particularly the lesson on 'Ibadat' ie. acts of devotion, was accompanied by practical training and students were encouraged to practise it. Islamic religion became a compulsory subject for all Muslim students at all levels of education whether in Government or

non-Government schools.

In line with the principle of making Islam the state's ideology, all other subjects were to be based on Islamic teaching. To implement this aim the following steps were taken:

1. It was important to ensure that the teachers themselves understood the basic principles of the Islamic religion so that they could avoid advocating anything contrary to the principles of Islam. Teachers of Science subjects needed to exercise particular care.
2. A special course for teachers at all levels of schooling was held to instruct them in the principles of Islam.
3. Books which were used in other subjects were reviewed to ensure that their contents were compatible with the Islamic religion so that no lesson conflicted with Islamic teaching.
4. Teachers and students of Science and Technology were given guidance to adapt their subjects to Islamic views. At the same time, it was stressed that it was important to avoid giving any impression that Islam was opposed to scientific progress.

A research section was established at the Religious Teachers' College to monitor the effectiveness of the lessons on religion. This enabled action to be taken when problems were discovered.

Because religion was a compulsory subject it was important for it to be included in the normal timetable and not taught as a special subject at a special time. An Islamic study section was established at college for students who wished to pursue their Islamic studies to a higher level. Encouragement to practise the teachings of Islam such as performing the prayers and fasting was given to students living in hostels, by holding mass prayers and other religious activities. It was stressed

that in all educational institutions, the ethos should be conducive to the Islamic religious outlook. Campaigns to strengthen the teaching and preaching of Islam were organised by a Guidance Body drawn from voluntary organisations. Knowledge of Islam and outlook in conformity with its teaching became a condition for appointment to any post in the state.

The general aim was to ensure that the principles of Islam became the foundation of all activities in the state whether social, political or economic.

POLICY 4: To provide a continuous education for all Brunei children for a period of 9 years; 6 years in the primary schools and 3 years in the lower secondary schools.

It was appreciated that subjects taught for a period of 9 years needed to be properly organised and equipped with the necessary materials based on the objective of providing the people of Brunei with the skills which the country needed for its development.

The curriculum was to consist of subjects which contributed to the national development so that no time would be wasted or occupied with unimportant matters. It was important that the pupils should thoroughly understand the subjects taught and that the methods of teaching were appropriate to the age and abilities of the pupils. The syllabus for each level of schooling was continuously reviewed by the officers concerned with supervision to ensure that it was comprehensive enough to cover the nine year period and that the content was relevant to the manpower skills needed by Brunei.

Teachers of a particular subject were encouraged to collect information about the needs of the country. Teachers, it was thought, are well placed to know what is needed, and are aware

of what jobs are available. Their findings were sent to the central authority and used as the basis for revisions to the curriculum. Data was compiled starting from primary schools for use in assessing the abilities and inclinations of the pupils. These assessments were used for offering guidance to pupils in their choice of their future careers. The organisation of subjects within the 9 year period was continuously reviewed to keep the content up-to-date in the context of changing needs and demands. The content of the lessons was intended to be of high quality and compatible with the aims of the Education policy. The Inspectorate section was required to examine and observe the lessons taught to ensure that they were in accordance with the specified syllabus.

POLICY 5: To ensure by the provision of syllabuses of common content that the standards of education are comparable in all schools.

The syllabus for lessons taught in schools, whether Government or non-Government, was standardized both in its content and in its arrangement. For this purpose the education Department:

1. Arranged and prepared a uniform syllabus for all schools, whether government or non-government and reviewed it from time to time to ensure that it remained compatible with the objectives of the policy.
2. Requested the supervisors of district schools to check that the syllabus was relevant and practical.
3. Undertook a periodical investigation in order to assess progress and to evaluate the results obtained.

The curriculum was based on the needs of the country, so as to create a strong, dynamic and united nation. To this end the lessons were required to include the following elements:

1. Devotion to God and His Prophet.

2. Loyalty to His Majesty the Sultan and Yang Dipertuan as part of the ancient heritage of the people of Brunei.
3. Love of the country, nation and culture which has been passed from generation to generation.
4. Obedience to the laws of the country.
5. The preservation of the identity of Brunei and support for discipline as the foundation of life.

The syllabus and its content was made uniform at all levels of schooling whether for schools in urban areas or villages in the interior in order to eliminate the difference in the quality of life between town and village. For this, the following action was taken:

1. Reference materials and examples in subjects being taught were adapted to the local conditions. For example, in places where the major occupation was agriculture, the subjects taught were augmented with material which placed more emphasis on matters pertaining to agriculture. Where possible, what had been learned was put into practice. The content was similarly adapted for places where the people's livelihood was dependent on fishing, labouring industry or commerce.
2. In all schools, Islamic religious education was made a compulsory subject and in line with the aim of making Islam the state's ideology.
3. The Malay Language as the official language of the state and English as the second language were standardized at all levels of schooling, whether in schools which used English as the medium of instruction or those which used Malay as the medium. Students who completed their schooling were expected to be able to use the Malay language in all fields of occupation. Also students from the Malay stream were

equipped to further their education in foreign and local universities.

All the subjects taught included elements of the customs, the traditions, the arts and culture of Brunei. They also conveyed the essential spirit of Islam. These matters entered into the teaching of every subject including languages. The Inspectors reported to the Government on how far these requirements were being implemented and where there were any deficiencies, they made recommendations for appropriate action.

POLICY 6: To make secondary education accessible to all on the basis of their needs and abilities.

It was appreciated that an effective education system should start from when the children were in primary classes. All subjects at the primary level were to be thoroughly taught and fully understood by the pupils and within the allotted time as the work at the primary level was the foundation for further studies at the secondary level.

Research was periodically conducted to assess progress towards the required objectives. The result of this research was used to monitor progress. As children's abilities differ, investigations were carried out into the best methods of teaching various levels of ability. The organisation provided both for the gifted and for the slow learners.

A review of the effectiveness of the teaching of the various subjects was made by the Education Department. This began in the primary schools and continued at the secondary school level. This review was intended to help in achieving a more suitable system of learning at the secondary level. The review of the secondary level of education was carried out at regular intervals and co-ordinated with the survey of the primary level to promote a single, coherent and effective system.

Based on aptitude test of pupils in secondary schools, a course of study was drawn up, which took account of their abilities and interests and the manpower needs of the national development programme. Students were especially encouraged to take Mathematics and Science subjects. Provision was made for the less able pupils to spend more time on learning the subjects which they found difficult. And, where necessary, the syllabus for these pupils was simplified. But at the same time, the gifted children were not held back but were allowed to proceed at their own pace. It was recognised that to encourage the slow learners and to stimulate the exceptionally able required a high level of pedagogical skill. Specially trained officers were appointed to assist and guide teachers for the purpose of making the plan a success. These officers also organised exhibitions showing the latest models and ideas.

Equipment needed to achieve the aims of the policy was provided such as teaching materials, audio-visual aids and fully equipped language and science laboratories. In addition teachers were encouraged to design their own teaching materials by being given financial aid and appropriate prizes.

For the successful achievement of this aim careful consideration was given to the design and siting of schools. In particular the buildings were designed in such a way that their facilities could be used for a variety of activities.

To enable the school to be used fully the following facilities were provided:

1. In every area with a sufficient number of children of school age, a school was built together with quarters for teachers so that people living in the area could send their children to a local school. Travelling to school is both tiring and time consuming. Children are

better able to learn when the school is near their homes.

2. The construction of the school allowed for an increase in the population in an area.
3. A statistical survey of the population in an area was made before any school was built. The statistics were constantly reviewed to determine any probable increase in the number of children of school age in that area.
4. Schools which had been built were provided with all necessary equipment and facilities including playing fields, assembly hall and classrooms. The Officers responsible gave thorough consideration to the matter of equipment so that everything required was available and the lack of materials could not be made an excuse for inadequate teaching.
5. Where a lower secondary school was required, as far as possible, it was built adjacent to the villages which it served in order to avoid secondary education being concentrated in towns. Similarly upper secondary schools were built in every district accordingly to the numbers of pupils of the appropriate age in that district.
6. Overcrowding especially in Bandar Seri Begawan necessitated the building of additional schools in those places so that all pupils throughout the country could study only during the morning session while in the afternoon the buildings could be used for Islamic religious education classes which were totally under the management of the Religious Affairs Department.¹

To obtain a high standard of teaching, it was imperative that officers and teachers should be given training either within the country or abroad to enable them to undertake their duties in an efficient and expeditious manner. Teachers were encouraged to participate in the development of their subject and the methods of teaching it by the establishment of a

special research section in the Teachers' College and other research centres. The criteria for the promotion of teachers was carefully considered so that they were based on ability and efficiency. Similarly, teachers were only transferred to positions, compatible with their knowledge or experience, for it was appreciated that the teachers themselves should be willing to serve in the places to which they were posted.

An aptitude test to determine the ability of all pupils was held at least once every half year. The results of these tests were used to determine what subjects they should study and what careers they could realistically hope to follow. The following guidelines were issued for the holding of this aptitude test.

1. The test should not be over emphasised and if possible it should not interfere with the normal lessons.
2. The time of holding the test if possible should not be made known in advance to the pupils so that the results would be a true measure of their abilities.
3. The test should be held in stages according to the age of the students.
4. The test should be relevant to the needs of the country.

Since the results of the tests were crucial both for the students and, ultimately, for the development of the country, it was important that they were administered by people with appropriate expertise who were also impartial.

POLICY 7: To provide all Brunei children with every possible opportunity to contribute to the development of the country so that the skills which are needed by the nation will be found among the Brunei people themselves.

To achieve this objective subjects at all levels of schooling

were carefully defined so that children could progress to the highest level possible. Each subject provided a progressive and coherent course adapted to the ages and abilities of the pupils. The work in school was designed to provide all children with the skills and interests necessary for them to pursue worthwhile careers. To meet this objective, it was essential to have an administrative system that ensured that the work in the schools was fully integrated into the plans for national development.

To this end the structure and content of the lessons at the various levels of schooling were designed in accordance with the following general principles:

1. The lessons in Kindergarten or infants school aimed:-

To develop the children both mentally and physically to fit them for an active and healthy life.

To lay the foundations of moral responsibility so that the children were properly trained and on reaching adolescence were good and courteous citizens.

To instill in the children an appreciation of their environment and their society and encourage the ability to think for themselves.

To create among the children an appreciation of language. They should both learn to listen and to understand what was being said to them and also learn to use words accurately themselves.

To train children to live in harmony and understanding with one another through shared activities so that when they grow up they will be able to co-operate with others in all the ways necessary for the development of the community.



To train children in performing activities spontaneously and to develop freedom of movement so that all their talents could be realised at a time when the necessary care and guidance could be given to them.

To provide guidance in accordance with the various abilities of every child. Attention was directed towards the physical and mental development of the children through their daily living experiences by observing their individual talents and desires.

To give guidance about the appropriate teaching atmosphere in the kindergarten which differs from the atmosphere in primary schools. Such guidance was adapted to the environment of the kindergarten.

To strengthen the relationship between school and home the cooperation of parents was sought. It was appreciated that close relationship between the teachers and parents would benefit the children's progress.

2. Primary and preparatory English Schools: The lessons in the primary schools were a continuation of the work of the kindergarten. Gradually less time was devoted to activities and more time to formal learning in reading, counting and the Malay language as laid down in the syllabus. In addition other subjects such as Science, Geography, History, Hygiene, Art and basic handicraft were taught, sometimes indirectly through stories and other activities. During this initial stage, careful consideration was given in lessons in reading, writing and counting to ensuring that the children were proficient in those subjects before they proceeded further. Similarly training for proficiency in spoken Malay which is the lingua franca of the country was emphasised.

Other subjects such as Geography, History, Drawing, Science including Health Science and others were introduced gradually

according to the ability of the children to follow the subject successfully. The objective of the lesson was determined through investigation to make the methods of teaching the subjects compatible with the ages of the children. This was especially important in the primary school which forms the basis for the secondary level of schooling.

English language was taught as a second language from an early stage for part of the time, and was followed by oral exercises so that the children became accustomed to hearing and speaking English. This was designed to enable the pupils to speak, write and read the language by the time they had completed the six years of primary school. For the English Preparatory School, the Malay language was the principal language so that pupils could continue their studies at lower and upper secondary schools.

It was hoped that increasing numbers of pupils would take Mathematics and Science so that they would be qualified for Science based occupations. In this context an initiative was taken to simplify the teaching of Science and Mathematics. Though Science was not taught as a specific subject in the primary school, it was stressed that the children should acquire some understanding of the nature of Science. Islamic religious education was taught at all levels of schooling. The content of the lessons was arranged as simply as possible and related to the ability of the children. The methods were reviewed from time to time and the lessons were accompanied by practical training and demonstration of the performance of religious obligations.

Civic education was included in every appropriate subject so that children were trained to reflect upon civic matters and practise the lessons in their daily lives in order to inculcate a feeling of responsibility towards the nation.

Physical training was a part of every school day and included sports and athletics, games including self-defence such as 'silat or kuntu' (Brunei's traditional martial art) to make all the children healthy and active and to enable those who were especially good at any of the games to participate in competitions.

Because it was important that the syllabus should be taught at a certain rate and within a specified time it was imperative that every teacher should be encouraged not only to try to devise simpler methods of teaching but should also be required keep up to date their knowledge of the subjects to be taught. The subjects were revised in the light of the progress of education in other countries to ensure that they were relevant to the needs of the time.

Steps were taken to increase the numbers of teachers in primary schools and enable them to attend in-service courses concerning current developments in education. It was considered desirable that teachers at the primary level of schooling should be qualified to teach from primary one to primary six. It was recognised, however, that some teachers might only be qualified to teach part of the primary course, for example, from primary one to four or from primary five to six or at the English Preparatory level. It was essential however that all teachers should be employed where they could make the best use of their abilities and work successfully. To make the system of education at the primary level more coherent teachers were encouraged to keep in mind the total syllabus when preparing their lessons. They were asked to consider the whole year's work, or, if possible the work which the children would do during the whole period of primary schooling. This preparation was to be reviewed from time to time to ascertain the types of lessons which were most effective. The results of this review of the lesson were to be used for guidance and to identify better teaching equipment.

3. Lower Secondary School: In the lower secondary schools the curriculum needed to be more precisely defined than was necessary at the primary stage. As the physical and mental growth of the pupils was almost reaching the stage of adulthood, the methods of teaching concentrated on moulding them as future citizens, able to meet the needs of the country. At the end of this level of schooling, many pupils would be entering the world of work.

The books and equipment needed were as far as possible provided before the beginning of a school term so that they were available when required. For this purpose it was necessary to order the materials well in advance.

The lower secondary schools consisted of pupils who were almost adolescent. Since adolescents have a tendency to occupy their spare time in mischief and expend surplus energy in undesirable ways it was proposed that they should be kept as fully occupied as possible. Partly for that reason they were required to do a certain amount of homework. In addition, to occupy the leisure time of students at this level of schooling, physical training, sports and athletics and other exercises such as the arts of self defence were encouraged and the necessary equipment and material provided as a form of inducement. As far as possible the students were encouraged to carry out their activities on their own so that they learned to be self reliant. It was explained to the students that this training was not only designed to promote health but was also important for spiritual qualities such as the spirit of sportsmanship which considers the winning of an event not as a demonstration of superiority over others but as an indication of progress. In every school there was a member of staff specially qualified to teach physical education and sports. These teachers were encouraged to keep in touch with developments in physical training, sport and athletics throughout the world.

The content of the lessons in religious education was intended to be a source of spiritual guidance for the strengthening of character and the pupil would be trained to put into practice the requirements of Islamic law and make them a part of his or her way of life. Guidance in the practice of the teaching of Islam, initiated in the primary school, was further extended at the secondary level.

For Malay medium schools where English was taught as a second language, the subject was allotted enough time for the pupils to be able to read the language fluently and use books written in English without difficulty.

4. vocational Schools: These schools catered for pupils unable to pursue their education in the upper secondary school or for the pupils who selected careers for which courses were offered by these vocational schools. Among the courses offered by these vocational schools were the following:-

- (i) Agriculture. This course aimed to train students to be farmers whose standard of living depends on their agricultural expertise. The course trained these young people to undertake agricultural work and achieve a high standard of living through the use of modern machinery and equipment. To enable those who had completed the agricultural course in the vocational school, to be self reliant and self supporting it was proposed that there should be set aside a special area for agriculture provided with all the necessary equipment.
- (ii) Industry. The courses conducted in this school were concerned with the skills required by the industries operated in the country to remedy the shortages of skilled workers. Examples of industries for which workers were trained were the Shell Petroleum Company,

Liquidified Natural Gas, Paper Mill Company, Glass Manufacturing Company and Contracting Firms. The companies were encouraged to employ people who were citizens of Brunei as their workers to provide a livelihood for the people of the country. The school syllabus was drawn up by experts in the relevant subjects with the aim of preparing the students to be skilled workers. Care was taken to match the output of these courses to the opportunities for appropriate work.

- (iii) Commerce. The course in this school was concerned with the skills required by commercial undertakings whether for merchants or managers of commercial firms. Training was also provided for students considering setting up their own business. The objective of this course was not only to ensure that the students passed the examinations, but also to provide the basis for their further development. Students who graduated from this school were encouraged to run their own businesses by being provided with facilities such as small shops and loans to be used as capital to set up their business undertakings.
- (iv) Fishery Science. The course in this school was concerned with the skills required to understand the life of fish and their breeding places, including methods of rearing prawns and their marketing. Bruneians who have for generations earned their living as deep sea fishermen were protected from the danger of piracy (which often happened in neighbouring countries' waters) and taught what is the favourite kind of food for each type of fish, what is the cost of operating such an industry and what earnings can be expected. The price of fish was fixed at an appropriate level so that the fish sold to the general public was not too

expensive while at the same time it provided a profit for the fishermen. To achieve these objectives thorough research was undertaken into what facilities were needed. Students who completed their education from this school were given facilities such as the necessary fishing equipment and suitable places for their base of operation. Also the catch was properly managed so that it was not under the control of middlemen who make excessive profits and the people of Brunei were able to buy fish at reasonable prices.

- (v) Trade. This school taught carpentry, ironwork, bricklaying, plumbing, painting and other trades needed by the country. It was realised that students who enrolled for these courses would not hold high academic qualifications and therefore the theoretical work was appropriate to their abilities and capacities. In addition practical lessons were given. The work produced by the students was as far as possible such as could be sold to the public so that the materials were not wasted or at least could be sold at a price which would cover the costs of production. To encourage students to act on their own initiative, they were given opportunities to make a profit from what they produced and also to have a market for them. In this way students were not only able to make a living, but also were encouraged to be self-reliant and not think only of obtaining jobs from the government. Those who completed the courses could, if they wished, proceed to further education, provided there were suitable places for them. They were encouraged to open their own businesses at places allotted to them. For this purpose special workshops were made available. Initially they were permitted to use the equipment available in the school and were charged a rent and the cost of any materials used was repaid on an instalment basis.

Preference was given to their products in all government funded works. Similarly contractors for government works were required to buy from these students and to subcontract some of their work to them such as plumbing, painting and bricklaying. The aim was to give opportunities to these students to participate in the development of the country.²

- (vi) Technical school. The skills taught in this school consisted of training in the various crafts needed by the country. As in the grade school, workshops were provided for students who successfully completed the course.

Malay language became the medium of instruction and the English language was taught when it was needed. In all the vocational schools Islamic religious education was taught and guidance given in practising religious obligations.

5. Upper Secondary School: The subjects taught at this level of schooling were a continuation of those taught in the lower secondary school, but the lessons were more comprehensive and students followed different fields of studies according to their capacities and inclinations. The syllabus for this level of schooling in general was in accordance with the regulations of the Singapore-Cambridge, Brunei-Cambridge and London University, General Certificate of Education Examinations and any subject which was not included in those regulations or which needed to be adapted was discussed by the relevant department with the examination authority concerned. Pupils who followed the arts stream were required to take also Mathematics and Science as both these subjects were necessary for their future studies. To fulfil the requirements of the policy, matters dealing specifically with Brunei were included in the Geography and History syllabuses. These syllabuses were then referred to the Examinations Boards for their approval.

Teaching the upper secondary level involves encouragement for the pupils to broaden their knowledge, therefore well-equipped libraries run by experienced staff were needed. Libraries equipped with the necessary materials and staff were established as rapidly as possible with the ultimate objective of providing each upper secondary school with its own library.

Headmasters and Principals were required to scrutinise the syllabuses to ensure that average pupils could complete them in time to sit the examination. It was recognised that slow learning children would need longer to complete the work. It was also necessary to ensure that teachers' qualifications were appropriate to the subjects which they were asked to teach for any mismatch between teachers and subjects would disadvantage the pupils.

Physical training and sports were included in the curriculum at this level and playing fields and equipment were provided as an incentive to attain high standards in sports and enable the students to participate in international competitions.

Islamic Religious Education was a special subject with the aim not merely of defining religious law, but also of enabling the pupils to understand the objectives of Islamic teaching so that they would be able to practise it in their lives. The syllabus for Islamic Religious Education was revised so that the content of the lesson was adapted to the requirements of the 'O' and 'A' level examinations and so that Islamic religious studies could continue to be taught up to university level or at least made a part of any course of university studies.

The moulding of character and guidance on proper conduct were perceived as very important at the upper secondary level so that students would be protected against undesirable influences contrary to the national code of behaviour and Brunei culture which are the foundation of national identity. It was also

necessary to remember that children and young people will be the future citizens and will be responsible for their country. If proper conduct is not taught when they are young, they may develop undesirable habits and attitudes when they grow up and have to exercise their responsibilities as adults.

6. Higher Education: The subjects taught in the high school are the basic requirements for entry into university, higher colleges, and other institutions of higher education. The syllabus at this level was in accordance with the examination regulations for the Brunei-Cambridge General Certificate of Education Advanced level (English stream), Singapore-Cambridge General Certificate of Education Advanced level (Malay stream) and London University Certificate of Education Advanced level. Very thorough teaching was necessary and for the scientific subjects adequate laboratories and other equipment were provided.

At this level of schooling the pupils were encouraged to study on their own initiative and to broaden their knowledge by using the library. As a prerequisite, a well equipped library for which all the books were catalogued by staff who were experienced in librarianship was very necessary. This was implemented as rapidly as possible to avoid the pupils then in the higher secondary schools being disadvantaged in their studies through lack of such facilities. In addition to the more formal lessons there were also a number of tutorial sessions for the students to enable them to discuss any problem which they had encountered during the course of their studies.

Physical training, sports and athletics including the arts of self-defence were encouraged in the high school. In addition opportunities were given to the students to organise their own sports and athletics. Also playing fields provided with the necessary sports equipment were made available as an incentive to achieve international standards.

Islamic religious education became part of a comprehensive study of religious law and an understanding of the aims of the Islamic religion. Firm guidance from religious teachers with a strong faith was required for such pupils. For pupils studying Islamic religion at 'A' level, a suitable syllabus was arranged and co-ordinated with the agreement of the examination syndicates to enable Islamic studies to be made a special requirement for entering a university and for other studies. Although at this level students were given freedom to think for themselves, it was nonetheless important that they should be given guidance to help them develop their moral characters so that they would be able to avoid things contrary to the national tradition and Brunei culture. Thus they were guided and trained to become leaders who would adhere to Islamic teaching and become capable of taking responsibility for the future of the nation. High schools building provided facilities appropriate to the level of instruction.

7. Teachers' Training College. The Teachers' Training College plays a very important role in the development of education, as the main source of progress in education is the teachers, most of whom are trained at the teachers' college. If the training given was not adequate it was certain that the development programme would not be successfully implemented. For that reason the organisation and curriculum of the teachers' training college was reviewed.

In the Report of the Education Commission of 1972 it is stated that:

... the function of the Teachers' Training College should not be limited to the training of teachers but widened until it becomes an Education Research Centre' ... (Chapter 2.7.10) ³

Based on this recommendation the organisation of the Teachers'

College was adapted to a wider role in the development of education. This broader function was implemented in stages.

The courses conducted at the Teachers' College were as follows:

- (i) A teachers' course for Primary School teachers conducted in Malay.
- (ii) A teachers' course for Lower Secondary School conducted in Malay or English.
- (iii) A teachers' course for Preparatory English classes conducted in English or Malay.
- (iv) A teachers' course for teachers of special subjects such as Malay language, English language, Geography, History and others conducted in Malay or English.
- (v) A teachers' course for teachers of Mathematics and Science conducted in Malay or English.
- (vi) A teachers' course for teachers of English as a second language conducted in English.
- (vii) A teachers' course for teachers of Malay as the official language of the state conducted in Malay.
- (viii) A kindergarten teachers' course conducted in Malay or English.
- (ix) A trade school teachers' training course conducted in Malay or English.
- (x) A physical education teachers' training course conducted in Malay or English.
- (xi) A Diploma in Education course conducted in Malay and English.
- (xii) A Bachelor of Education course (after the university was established).
- (xiii) A special refresher course for teachers conducted in Malay or English.

- (xiv) A special course for teachers of reading and writing the jawi script in schools and colleges.

The contents of the courses in general were as follows:

- (i) All students followed a complete education course consisting of the study of the principles of education and teaching including psychology.
- (ii) All students followed a national study course comprising the Malay language, the Geography of Brunei, Brunei History, Brunei Culture including etiquette customs, ways of life and Islamic studies.
- (iii) All students were given general training in physical education, sport and athletics, indoor and outdoor games and the arts of self-defence.
- (iv) Every course included the relevant methods of teaching.
- (v) The standard of studies at the college was designed to be comparable with the standard of studies in overseas teachers' training colleges (United Kingdom) to enable students who had graduated from the teachers' training college to be accepted for further studies overseas.
- (vi) Students who intend to further their studies in English Language were given the opportunity to study to the required level so that they would be able to enter an institution of Higher education or University abroad.
- (vii) Each section formed a research team to expand the scope of study and the results of the research were distributed to the schools for use as teaching material.
- (viii) Since the Malay language was a principal subject at the teachers' training college, there was a special research section to study the complexities of the language and the methods of teaching it in a more explanatory manner and to study its development.

The establishment of the research section was implemented gradually according to the availability of resources such as

lecturers and equipment. Steps to achieve the objective were as follows:

- (i) Investigations were undertaken into the most practical methods of implementation.
- (ii) Experimental courses were set up and evaluated and estimates made of the staff and equipment needed.
- (iii) A study was undertaken to determine the necessary entry qualifications.
- (iv) A study was made to define the annual intake of students for each course in an attempt to match the number of students admitted to the requirements of the schools at all levels particularly for teachers of the Malay language.
- (v) A survey was carried out into the condition of the existing building of the teachers' training college to determine whether they were adequate. This included quarters for lecturers and other staff.
- (vi) The Report of the Education Commission of 1972 required Malay to be the medium instruction in all schools in the state. All teaching arrangements at the teachers' training college were based on achieving this objective.
- (vii) All lessons at the teachers' training college were founded on Islamic teaching and students were given practical guidance in performing their religious obligations and living their lives according to the principles of Islam.

8. Technical Institute. This institute was established to provide opportunities for students who wished to follow professional courses which would qualify them for the skilled jobs needed by the country. A committee was set up to consider all matter connected with the technical institute. The committee was allowed to co-opt experts from abroad where they considered this to be necessary. Initially existing professional courses formed the basis of the programme of this

institute. These were later expanded as the institute developed.⁴

The establishment of an Institution of Higher Education was one of the recommendations contained in the Report of the Education Commission of 1972. The institute was intended to be a centre for providing the state with the manpower required for progress of the country in accordance with its historical and geographical background as well as for its economic and political development. Thus, plans for the institute were based on a careful survey of prevailing conditions, so that the ultimate plan would provide an educational programme of a continuous nature, ie. having definite stages of implementation and development. This was considered to be not only beneficial and time saving, but also likely to reduce expenditure and expedite the achievement of the ultimate objectives.

The types of courses and the number of students admitted to each course were pre-determined on the basis of the requirements of the state. The problem of precisely defining what were termed the 'real requirements' was difficult. It could only be attempted on the basis of a thorough survey and the use of previous experience as a basis for planning. As the necessity for the establishment of an institution of higher education evolved from the problems associated with Malay medium education, plans for the institute placed emphasis on Malay medium education.

The Brunei Constitution 1959, clause 3(1) stipulates that Islam is the State Religion and the government has repeatedly stressed that the teachings of Islam are to be adopted as the way of life of the people. It is therefore important that Islamic Studies are incorporated into every scheme of study. Also traditions and customs which form the basis of Brunei culture were incorporated into the programme as a special feature so that future intellectuals of Brunei would have a

sense of pride in their heritage. Aims and objectives:

From the aims and objective formulated in the Report of the Education Commission 1972 the reason for the establishment of the institution of higher education can be stated as follows:

- (i) To implement the recommendations of the Report of the Education Commission 1972 Chapter 2.8 (vii).
- (ii) To solve the problems of Malay medium education so as to enable students to proceed to a higher level of education.
- (iii) To provide a comprehensive institution capable of meeting the requirements of the state.

The creation of the institution of higher education was seen as a first step towards setting up a university in Brunei. To facilitate the establishment of the university, it was considered that initially it might be set up as a college of the University of London and operate under regulations agreed both by the authorities of Brunei and of London University. If it did not prove possible then the university was to be established as an autonomous institution.

To achieve these objectives, several problems needed to be solved especially the question of recruiting staff able to lecture in Malay, since lecturers with such ability are rare at present, not only in Brunei but also in Singapore and Malaysia. One possible solution was to obtain specialist advice in order to recruit staff from other universities, either on secondment or to permanent posts through advertisement. Another possibility was to send local staff for further study overseas and on completion of their courses they would be required to gain experience under the guidance of experienced foreign staff.

Ideally the lecturers should be familiar with the Malay

language, with the customs and traditions of Brunei and with the teachings and principles of Islam. Normally they would be Brunei citizens. However, at present although there are Bruneians who are graduates they are not yet suitable to form the staff of a university. For some time to come, therefore, recruitment abroad will continue to be necessary.

Islamic Studies requires special consideration in the context of the aims and objectives of the Institute of Higher Education. This subject required a firm foundation laid in the primary and secondary schools. At present the school examinations do not serve the needs of Brunei as they are based on the syllabus provided by Cambridge University. For example, the scheme of study in Arabic is only relevant for those who intend to take the subject to a higher level. For Islamic studies, Bruneians with appropriate degree qualifications were recruited as lecturers and given special training.

To build up resources the establishment of a centre of Higher Education was undertaken in progressive stages:

- (i) To meet the needs of students in the Malay medium stream a scheme of study was formulated with Malay as the medium of instruction which included Malay studies, Historical Studies, Geographical Studies and Economics.

The Malay Studies included linguistics and culture including the traditions and customs of Brunei, and Sociology.

- (ii) To train teachers of Science in secondary schools, courses in Physics, Chemistry and Biology were provided.
- (iii) A Faculty of Education was established. The existing Teachers' Training College was used as the basis for this faculty.

- (iv) An industrial Science course was provided in collaboration with local industries especially those of petroleum and natural gas.
- (v) Agricultural, Fishery and animal husbandry courses were provided as a means of increasing the income of the people of Brunei.
- (vi) It was proposed that Medical and Engineering courses would be established.

To achieve the aims and objectives of an institution of higher education, it was appreciated that, in the first instance, it would be necessary to invite specialists from abroad. These specialists would meet the Committee and consider the problems that existed and what solutions were possible. They would also make a report to the government based on the research undertaken into the establishment of an institution of higher education. This was to include building, equipment and all other requirements.

POLICY 8: To promote a sense of national identity upon which loyalty to Brunei rests, as well as generating efficiency and flexibility in the education system to meet the development needs of the country.

The education system was designed to foster a sense of national identity, the content and form of which was based on the traditions of Brunei. In this context the following five principles were considered important:-

1. Islam as the state ideology.
2. The sultan as the sovereign head of state.
3. Malay as the sole official and national language.

4. Traditional Brunei culture as the foundation of the national culture.
5. Preservation of traditions and respect for the law.

At every level of schooling, especially at high school level, in-service courses for the teachers were provided on problems of education such as methods of teaching, and matters pertaining to child psychology. These orientation courses were considered to be of particular importance for teachers in primary schools to enable them to keep up with modern developments in education.

Teachers and others in the education service were encouraged to take initiatives and to adapt themselves to the needs and requirements of a modern country. For them refresher courses were held at appropriate times by the Education Department. Every teacher was required to stress to his/her pupils that the progress of a nation requires the strength of an educated people. There were lessons on civics which included information on the Government's purpose in constructing roads, hospitals, schools, electrical power stations, providing piped water, a sewerage system and an Airport, a Deep-sea-harbour and a stadium for sports. In their explanations during lessons, teachers stressed the obligation of every citizen toward his or her country.

THE OUTCOMES OF THE EDUCATION POLICY

In Brunei there is no Education law, so the Education Policies of 1972 and 1962 and Education Circulars are the formal guidelines for routine educational activities. However, the 1972 Education Policy was not fully explained to teachers, parents or pupils. In 1982, the government asked the Education Council for a detailed progress report on how far the objectives of the 1972 Policy had been achieved. It was clear that, though the policy had been in force for ten years, it was

still far from being fully implemented. One of the measures taken to improve the situation was to ensure that a knowledge of the policy was much more widely disseminated not only among teachers but also among the general public. There were also inherent weaknesses in the policy itself:-

1. It was not preceded by a national survey of the general needs of education in Brunei. For instance, questionnaires could have been sent to teachers, parents, government officials, and other members of the public.
2. Neither the principles nor the practice of the policy were subjected to informed scrutiny before it was issued.
3. There was no public discussion of the proposals before they were enforced.
4. The members of the Education Council were too confident of their own unaided ability and failed to seek advice.
5. The policy was based too exclusively on the Brunei Constitution of 1959 in which the main principles were making the Malay language and Islam both national and official.
6. The Education Council failed to plan for the long-term future and to allow sufficient flexibility for changing conditions.
7. No Education Consultant was asked to advise the Committee before they came to their decisions.

In summary 10 years after the 1972 Education Policy was introduced, it had become clear to the Government that a new policy was needed to improve the education service in Brunei. To fulfill this need the Department of Education through the Curriculum Section drew up a new policy which was known as the 1985 Bilingual System of Education. This will be discussed in the next chapter.

REFERENCES

1. The classes are in the Islamic religious curriculum in which all subjects are concerned with Islamic knowledge and faith.
2. Sultan Sariful Rizal Building College is used for this purpose.
3. Education Commission Report 1972.
4. Since October 1986 it has been upgraded become the Institute of Technology of Brunei under the University Brunei Darussalam.

CHAPTER 4

THE INTRODUCTION OF THE BILINGUAL SYSTEM OF EDUCATION

The bilingual system of education was introduced in 1985. It was considered that this system would better serve the present and future needs of the country and provide for its manpower requirements. The major aims of the system are:

- '(1) to implement the objectives of the educational policies as outlined in the Brunei Education Commission of 1972 with some modifications in the context of changed circumstances.
- (2) to implement a national system of education in which the medium of instruction will be the same for all children.
- (3) the bilingual system will not conflict with the aim of creating a 'Malay Muslim Sultanate' resting on Islamic principles and values.
- (4) to instil solidarity among the people of the nation by means of a single system of education.
- (5) to ensure that Islamic values can be assimilated in the National Education System through the school curriculum.'¹

BILINGUAL CONCEPT

The bilingual system is an attempt to strengthen the Malay language as the national language while at the sametime upgrading the use of the English language. The aim is that all pupils will achieve proficiency in both languages.

This recognition of the importance of the English language is partly a recognition ~~of the importance of the english language~~ ~~is partly a recognition~~ of the fact that English is essential if Brunei students are^{t.} continue to study in institutions of higher education in English speaking countries. This justification may, of course, be subject to review when Brunei Darussalam itself is able, to provide all its own facilities of higher education.

Subjects which are not closely related to the majority of disciplines at the higher levels of education overseas will be taught through the Malay language, while those subjects which are likely to be relevant to overseas studies will be taught in English. Such subjects are English language, Mathematics, Science, History, Geography and Physical Education.

The bilingual system does not entail major structural changes but there is no longer a 'Selection Examination' for the Primary IV pupils to determine whether they join the English Preparatory school or remain in the Malay medium school. The Selection Examination was replaced by a 'Standardization Test' for the purpose of promotion to primary V. Therefore, the preparatory I or primary V was called DWI 5. In 1989, the highest bilingual class is DWI 7. Eventually the bilingual system will start in the primary classes i.e. Standard I to Standard VI which will be called DWI 1 to DWI 6. (see Table 4.1).²

This system will be implemented by stages according to the resources available until it is fully established as the national system of education with the provision that, in the future, this system may not necessarily be confined to the Malay and English languages but other languages may be considered for inclusion in the system. Nevertheless, in whatever way conditions may change, the compulsory study of the Malay language by all students will be maintained to ensure the continued usage and growth of the language.

THE PRESENT NATIONAL OBJECTIVES OF EDUCATION IN BRUNEI DARUSSALAM

1. To establish a bilingual system of education in which the important role of the Malay language (the national language)

is maintained, while at the same time recognising the importance of the English language.

2. To give emphasis to religious education and ensure that Islamic values are assimilated in the National Education System through the school curriculum.
3. To provide education for every child for a period of at least 9 years, i.e 6 years in primary school and 3 years in lower secondary school.
4. To ensure by the provision of common syllabuses that the curriculum is the same in all schools.
5. To make secondary education accessible to all on the of their needs and abilities.
6. To provide all children with an education which will enable them to participate actively in the development of the country, so that the needs of the country are met by local people.
7. To create, by means of the above, a national identity upon which a sense of loyalty to Brunei is based, as well as to generate the necessary efficiency and flexibility in the education system to meet the development needs of the country.

THE SCHOOL SYSTEM

The system of schooling in Brunei Darussalam is broadly divided into Government schools or colleges and Non-Government schools. At present, before the bilingual system is fully operational, Government schools consist of Malay, English and Arabic whilst Non-Government schools are divided into Mission, Chinese and Private schools.

All children entering the Government school system at the age of five, stay at the pre-school level for one year before proceeding to the first year of the primary school. They continue in the primary level for six years. Primary level

Table 4.1

THE STRUCTURE OF THE EDUCATIONAL SYSTEM OF NEGARA BRUNEI DARUSSALAM

(ACADEMIC PROGRESSION)

		AGE	YEAR OF SCHOOLING
PRE-SCHOOL		5	1
LOWER PRIMARY	PRIMARY I (DWI I)	6	1
	PRIMARY II (DWI II)	7	2
	PRIMARY III (DWI III)	8	3
STANDARDISED TEST			
UPPER PRIMARY	PRIMARY IV (DWI IV)	9	4
	PRIMARY V (DWI V)	10	5
	PRIMARY VI (DWI VI)	11	6
PRIMARY EDUCATION EXAMINATION			
LOWER SECONDARY	FORM I	12	1
	FORM II	13	2
	FORM III	14	3
BRUNEI JUNIOR CERTIFICATE OF EDUCATION			
UPPER SECONDARY	FORM IV	15	4
	FORM V	16	5
GENERAL CERTIFICATE OF EDUCATION (ORDINARY LEVEL)			
HIGHER/SECONDARY/ PRE-UNIVERSITY	FORM VI (LOWER)	17	6
	FORM VI (UPPER)	18	7
GENERAL CERTIFICATE OF EDUCATION (ADVANCED LEVEL)			
UNIVERSITY	FIRST YEAR	19	1
	SECOND YEAR	20	2
	THIRD YEAR	21	3
	FOURTH YEAR	22	4
FIRST DEGREE			
POSTGRADUATE STUDIES			

DWI - abbreviation for Dewi Bahasa (Bilingual).

Source: Education in Brunei Darussalam - P.12 (1987) Star Trading & Printing Limited.

consists of lower primary (Primary I to Primary III) and upper primary (Primary IV to Primary VI). A standardized test is set at the end of the 3rd year of primary schooling. At the end of primary level another public examination, is set before the pupils proceed to the secondary level.

Secondary level lasts for seven years. This comprises three years in lower primary (Form I -III), two years in upper secondary (Form IV -V), and another two years in higher secondary or pre-university. There are three public examinations taken at this level as follows:

- (i) Brunei Junior Certificate of Education set at the end of the third year.
- (ii) General Certificate of Education (Ordinary level) is set at the end of the fifth year.
- (iii) General Certificate of Education (Advanced level) is set at the end of the seventh year (Upper Six).

After completing the Sixth Form, those with adequate advanced level results can proceed to higher education either locally or abroad.

Some children in private schools enter the pre-school level at the age of four and follow a two year course before proceeding to primary education. The duration of each level of schooling is the same as in the Government school system. Children from Non-Government schools can join the Government Secondary School after completing their primary education examination, subject to a satisfactory level of attainment. (see table 4.2 (a) & (b))³

All children in Brunei, both in Government and Non-Government schools sit the same public examinations. The school year is divided into three terms with a total of 202 school days. The longest break is during the Muslim fasting month of Ramadan.

Schools operate 5 days a week with Friday and Sunday free.

Table 4.2 (a)

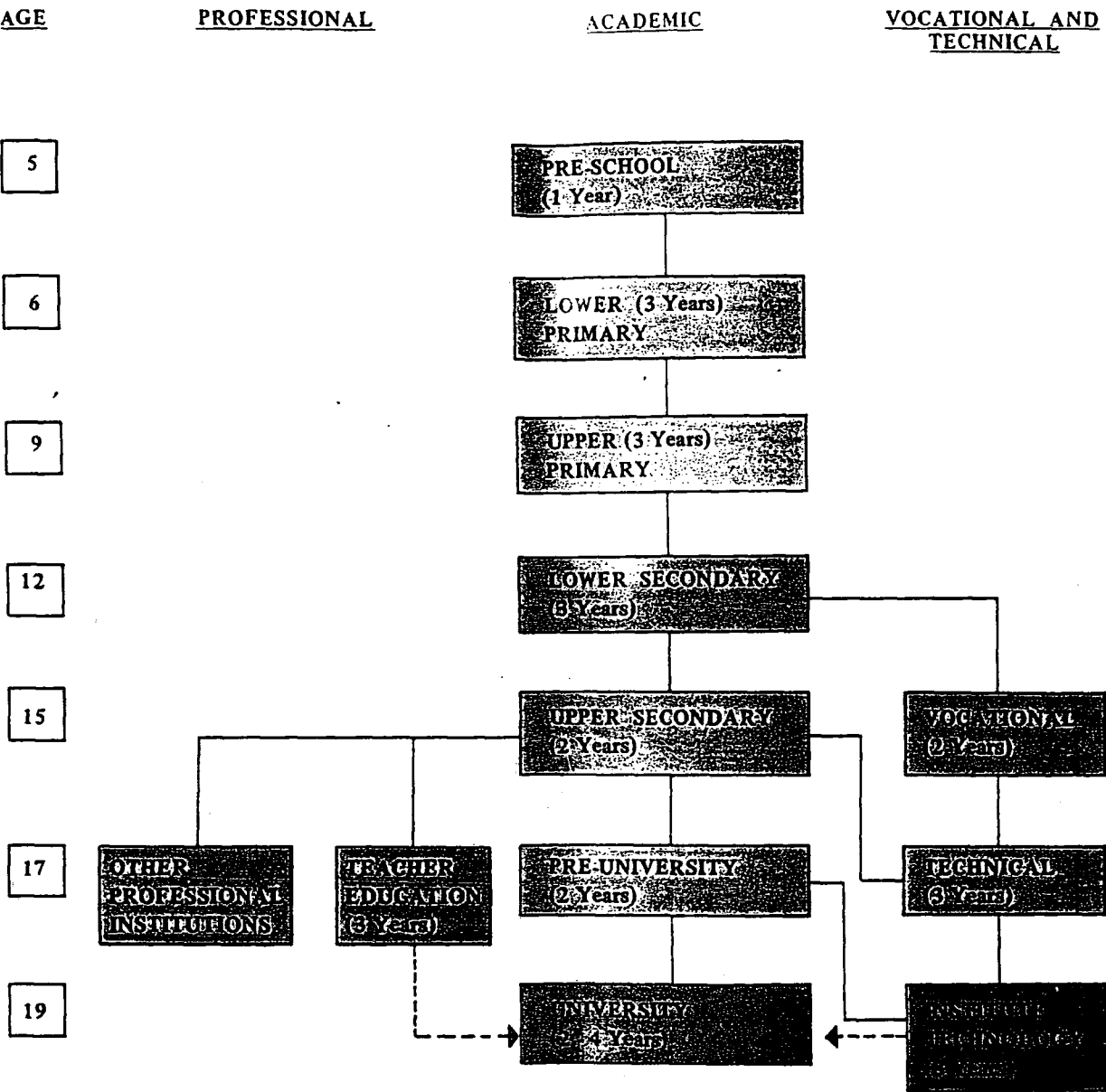
THE STRUCTURE OF BILINGUAL SYSTEM OF EDUCATION IN BRUNEI

AGE		
5		PRE SCHOOL
6	LOWER PRIMARY	DWI I
7		DWI II
8		DWI III
		STANDARDIZATION TEST (ST)
9		DWI IV
10	UPPER PRIMARY	DWI V
11		DWI VI
		DWI VII
		PRIMARY SCHOOL (PSE)
		EXAMINATION
12		FORM I
13	LOWER SECONDARY	FORM II
14		FORM III
		BRUNEI JUNIOR (BJCE)
		CERTIFICATE OF EDUCATION
15	UPPER SECONDARY	FORM IV
16		FORM V
		GENERAL CERTIFICATE OF EDUCATION
		'O' LEVEL (GCE 'O' LEVEL)
17	HIGHER SECONDARY	LOWER SIXTH
18		UPPER SIXTH
		GENERAL CERTIFICATE OF EDUCATION
		'A' LEVEL (GCE 'A' LEVEL)
19		1st YEAR
20	UNIVERSITY	2nd YEAR
21		3rd YEAR
		POST GRADUATE

Source: Chart of the education system of Negara Brunei Darussalam, Edu.Department P.3

Table 4.2 (b)

THE STRUCTURE OF SCHOOL SYSTEM



..... indicates direct control of UBD

Source: Education in Brunei Darussalam _ P. 15

Education is provided free for citizens who attend government schools. Tuition textbooks, transport where necessary, board and lodging in hotels for students from rural areas, drinks and cakes in urban and sub-urban schools and lunches in remote rural schools are all provided free to pupils.

IMPLEMENTATION OF THE BILINGUAL SYSTEM PRE SCHOOL LEVEL

From 1985, all children entering the pre-school class have followed the bilingual system. The aims of bilingual education in the pre-school class are:

- (i) To develop the children's attitudes, enthusiasm, interests and skills.
- (ii) To give general education to enable the children to develop mentally, physically, emotionally and socially.
- (iii) To teach basic writing, reading and counting.
- (iv) To give spiritual and moral teaching.

PRE SCHOOL CURRICULUM

Below is the description of the subjects

SUBJECTS	NUMBER IN A WEEK	MEDIUM OF INSTRUCTION
Malay language, Arithmetic, Moral Studies, Basic Islamic Studies, Basic Body Movements, Singing, Self-care (hygiene), Talent and other subjects with informal presentation	There is no specified number of periods in these subjects because of informal presentation through the children's activities.	Malay language

LOWER PRIMARY LEVEL (STANDARD I TO STANDARD III)

Beginning in 1985, the bilingual concept was implemented in stages as shown in the following chart:

PRIMARY CLASS	YEAR	1984	1985	1986	1987	1988	1989	1990	1991
STANDARD I		b	a	z					
STANDARD II		c	b	a	z				
STANDARD III		d	c	(b)	(a)	(z)			
STANDARD IV			(d)	(c)	DWI	DWI	DWI		
					b	a	z		
STANDARD V				DWI	DWI	DWI	DWI	DWI	
				d	c	b	a	z	
STANDARD VI					DWI	DWI	DWI	DWI	DWI
					d	c	b	a	z
STANDARD VII						DWI	DWI		
						d	c		

a b c d z

already in school under the previous system before the bilingual system was introduced.

(a) (b) (c) (d) (z) sitting for the 'Standardization Test'

DWI Bilingual class

In 1985, those children who were in standard III in 1984, sat for the 'Standardization Test' when they were in Standard IV. The pupils who pass the ST will follow the bilingual system for 3 years. In 1986, the pupils who were in Standard II in 1984, took their standardization test when they were in Standard IV (c) in the chart. In 1987, pupils in Standard III (b) took

their ST and those who were successful in the test embarked on a three year bilingual course. In 1987, the pupils who were in Standard I in 1984 (b) were in DWI 4 after passing the ST in 1986. They will continue studying for 3 years in the upper primary classes i.e. Standard IV, V and VI in the bilingual system.

The pupils who were in Standard I in 1984, will follow a primary course which lasts for six years rather than seven years under the former system. Lower primary education extends from Standard I to Standard III, and upper primary education from Standard IV to VI.

UPPER PRIMARY LEVEL (STANDARD IV TO STANDARD VI)

(a) Malay medium

The following chart shows the position of standards IV, V and VI in 1984 and the transition to the bilingual concept.

CLASS	YEAR	1984	1985	1986	1987	1988	1989	1990
STANDARD	III	d	c	(b)				
STANDARD	IV	(e)	(d)	(c)	DWI			
					b			
STANDARD	V	f	DWI	DWI	DWI	DWI		
			e	d	c	b		
STANDARD	VI	g	f	DWI	DWI	DWI	DWI	
				e	d	c	b	
STANDARD	VII				DWI	DWI	DWI	
					E	D	C	
				f				
				(pre-				
				DWI)				
FORM I			g	f	DWI	DWI	DWI	DWI
					f	e	d	b,c

(b) , (e) , (c) , (d) enrolled under the previous system of education and will take the 'Standardization Test' when they are in Standard iv.

DWI Bilingual classes for 3 years
 f,g Malay medium enrolled under the previous system.
 f In the pre-bilingual class,
 (Pre- preparatory to transferring
 DWI) to the bilingual concept
 DWI if there are sufficient
 f teachers.

In 1985, those pupils in Standard V in 1984 (f) sat for the Primary School Examination which is conducted by the Department of Examinations. Whatever their performance in this examination, they were automatically promoted a year in the secondary schools before they enrolled in Form I bilingual. The pupils in Standard IV in 1984 (e), who passed in their ST in Standard IV enrol in the bilingual school fully for 3 years. Those who failed remained in the same class for another year. The bilingual system has been introduced at the upper primary level namely, DWI V, DWI VI and DWI VII, but from 1987 onwards the bilingual system was extended from Standard IV to Standard VI in the upper primary school.

(b) English Preparatory School.

In 1984, the prep I, II and III were not effected by the bilingual system because their medium of instruction was English. When the bilingual system is fully implemented the titles "Malay medium" and "English medium" will be abolished. There will be just one type of school called "Government Primary School".

The following chart shows how English preparatory classes were adapted to the bilingual system between 1984 and 1987.

	YEAR			
CLASS	1984	1985	1986	1987
PREP I	P I			
PREP II	P 2	P I		
PREP III	P 3	P 2	P I	
FORM I		P 3	DWI	DWI
			P 2	P I

OBJECTIVES IN LOWER PRIMARY EDUCATION STANDARD I TO STANDARD III

1. The emphasis is placed on the all round development of abilities and training in basic skills in the 3Rs (Reading, Writing, Counting).
2. To strengthen skills through experience and knowledge which is relevant in order to allow the pupils to practise their skills.
3. As a preparation for formal education.
4. To stress the teaching of the jawi script beginning in Standard III.

LOWER PRIMARY CURRICULUM-STANDARD I TO STANDARD III

SUBJECTS	NUMBER OF PERIODS IN A WEEK (1 Period is 30 minutes)	MEDIUM OF INSTRUCTION
1. Malay Language (Jawi script will be taught from 3rd term of Standard I)	10 Periods	Malay
2. English Language	10 Periods	English

3.	Mathematics	10 Periods	Malay
4.	General Subjects	5 Periods	Malay
5.	Islamic Studies	3 Periods	Malay
6.	Physical Education	2 Periods	Malay Theoretically in English
7.	Art and Crafts	2 Periods	Malay
8.	Civics (singing recreations, traditions and customs of the Brunei people	3 Periods	Malay
TOTAL 8 SUBJECTS		45 Periods	2

Note:

Routine activities such as gardening and school cleaning take place every morning for about half an hour before the start of the first lesson.

If there are enough teachers, the bilingual lessons will be started from Standard III following the existing curriculum but the medium of instruction will be English.

UPPER PRIMARY EDUCATION CURRICULUM?STANDARD IV TO STANDARD VI

(i) This stage is the beginning of formal education and its aim is to strengthen the basic skills of the pupils as well as to promote their moral and spiritual growth.

(ii) Learning is directed to studying and remembering

material which is relevant to the pupils' environment. By the time they complete their upper primary education the pupils should have mastered the elementary knowledge which will form the foundation for their further studies at the secondary school.

UPPER PRIMARY CURRICULUM-STANDARD IV TO STANDARD VI

SUBJECTS		NUMBER OF PERIODS IN A WEEK (1 period is 30 minutes)	MEDIUM OF INSTRUCTION
1.	Malay language	10 Periods	Malay
2.	English language	10 Periods	English
3.	Mathematics	10 Periods	English
4.	Science including Health Science	3 Periods	English
5.	History	2 Periods	English
6.	Geography	2 Periods	English
7.	Islamic Knowledge	3 Periods	Malay
8.	Physical Education	2 Periods	Malay/ English
9.	Art & Crafts	2 Periods	Malay
10.	Civics (Singing, school recreations, Traditions & customs of the Brunei people	1 Periods	Malay
TOTAL		45	2

NOTE: In this school also routine activities such as gardening and school cleaning take place every morning for about half an hour before the first lesson begins.

The implementation of the bilingual concept at this level has been less of a problem because there were sufficient teachers, classrooms and textbooks except for Geography and local History.

STANDARDIZATION TEST

In 1985, the ST had been held in the final term of Standard IV. After 1986, the ST was held in the final term for Standard IV and III. Beginning from 1987, the ST was held in the final term of Standard III.

FEES FOR NON-CITIZENS

Under the bilingual system education for non-citizens is free at the lower primary level but fees are charged in the upper primary school. The level of the fee is fixed by the Education Department.

PUPILS ADMISSION TO ARABIC SCHOOLS

There are no special requirements for admission to the Arabic schools as long as the pupils have passed in the 'Selection Examination'⁴. Which is held while they are in Primary IV.

STEPS TO PROVIDE THE TEACHERS

In order to implement the bilingual system, steps have been taken both to recruit and train appropriately qualified teachers. Teachers of those subjects which were formerly taught in the Malay language are encouraged to take courses to improve their command of English. Courses are also provided for teachers of other subjects. Also efforts are being made to recruit teachers from abroad. More teachers on short-term contracts and more part-time teachers will be recruited.

THE TEACHING OF THE JAWI SCRIPT

The Jawi script was taught from Standard I onwards for the subject of Islamic Knowledge starting from 1986. It is also included in the Malay language syllabus in the Primary School Curriculum. Specific steps have been taken to ensure that the Jawi script is effectively taught.

- (1) In the Malay language the question paper for the Primary School Examination requires pupils to write an essay in the Roman script and then transliterate it into the Jawi script.
- (2) In the Jawi Brunei Junior Certificate of Education Examination pupils must answer the questions on Islamic religion in the Jawi script. The Malay language paper also requires composition in both the Roman and Jawi scripts. The Malay language oral examination requires reading from the Jawi script. Special courses in Jawi writing have been printed in this script.

It is also an advantage for every muslim pupil in Primary II who wants to join the Religious School class which is under the management of Religious Education Department, Ministry of Religious Affairs, because all the subjects taught are in the Jawi script. These pupils will follow a course of six years until they obtain their Religious School Certificate. The subjects they learn here are Koran, Fikeh, Tauhid and other subjects of islamic teachings. However, some of the pupils may join the Arabic School, if they pass the 'Selection Examination' when they are in primary IV.

CLASS OF PRE-BILINGUAL CURRICULUM

A one year special course has been provided for children who were in Standard VI of the Malay medium schools in 1985 in

order to prepare them to continue their education in the bilingual system.

The following are the subject of this class.

SUBJECTS	NUMBER OF PERIODS IN A WEEK (1 Period is 30 minutes)	MEDIUM OF INSTRUCTION
1. Malay Language	6	Malay
2. English Language	12	English
3. Mathematics	10	English
4. Science including Health Education	6	English
5. Physical Education	2	Malay
6. Civics	1	Malay
7. Islamic Knowledge	3	Malay
TOTAL 7 SUBJECTS	40 Periods	2

The Subjects in the curriculum were re-organised to provide an opportunity for Malay-medium pupils to enrol in bilingual education at the lower secondary level.

LOWER SECONDARY LEVEL (FORM I TO FORM III)

Education at this level is a continuation from the lower Primary education in which the curriculum emphasised local matters. The education at this level is designed as a preparation for upper secondary education in academic, technical and vocational schools.

(a) ENGLISH MEDIUM

	YEAR						
CLASS	1984	1985	1986	1987	1988	1989	1990
PREP II/DWI VI	P 2	P 1	DWI	DWI	DWI	DWI	
			e	d	c	b	
PREP III/DWI VII	P 3	P 3	P 1	DWI	DWI	DWI	
				e	d	c	
FORM I	F 1	P 3	DWI	DWI	DWI	DWI	DWI
			P 2	P 1	e	d	b,c
FORM II	F 2	F 1	P 3	DWI	DWI	DWI	DWI
				P 2	P 1	e	d
FORM III	F 3	F 2	F 1	P 3	DWI	DWI	DWI
					P 2	P 1	e
P1, P2, P3	Enrolled in the previous system at the lower level.						
b, c, d, e	DWI (bilingual classes) at the upper primary and secondary.						
P3, F1, F2, F3	Enrolled in the previous system at secondary level.						

Illustration:

- (i) The pupils in forms I, II and III of the English medium school in 1984 continue without change because they were not affected by the new bilingual system.
- (ii) From 1986 onwards, the concept of bilingual system was introduced by stages. It began with Form I i.e those pupils who had already passed their Primary Certificate of Education in 1985 (P2).

(b) MALAY MEDIUM

	YEAR					
CLASS	1984	1985	1986	1987	1988	1989
STANDARD V	f					
STANDARD VI	g	f				
			f			
			(pre-			
			DWI)			
FORM I	F I	g	f	DWI		
				f		
FORM II	F 2	F 1	g	f	DWI	
					f	
FORM III	F 3	F 2	F 1	g	f	DWI
						f

f g Classes which are still enrolled under the previous system.

F
(Pre-DWI) Class of pre-bilingual system

DWI
F Enrolling in the bilingual classes at the secondary level.

F1,F2,F3 Forms which were enrolled under the previous system.

Illustration:

- (i) In 1985, the pupils who passed the Primary Certificate of Education Examination in 1984 (g in the chart) were promoted to Form I in the Malay medium.
- (ii) The Malay medium students who were in Forms I, II, III, IV and V in 1984 continued their studies under the previous system of education in Malay.
- (iii) In 1986, the pupils in Standard VI in 1985 (F pre-DWI) in the class of pre-bilingual studies enrolled in the bilingual system in Form I in 1987 (DWI F), if this was not possible because of shortage of teachers, those pupils were promoted to Form I in the Malay medium and followed the old system.

LOWER SECONDARY CURRICULUM (FORM I FORM III).

- (i) The following was the curriculum for pupils in Form I in 1986. All subjects are compulsory and are examined.

SUBJECTS	NUMBER OF PERIODS WEEKLY	MEDIUM OF INSTRUCTION
1. MALAY LANGUAGE	5 Periods	Malay
2. ENGLISH LANGUAGE	7 Periods	English
3. MATHEMATICS	6 Periods	English
4. INTEGRATED SCIENCE	6 Periods	English
5. HISTORY	3 Periods	English
6. GEOGRAPHY	4 Periods	English
7. ISLAMIC RELIGIOUS KNOWLEDGE INCLUDING MORAL & NATIONALITY STUDIES	4 Periods	Malay
TOTAL SUBJECTS	7	35 Periods
		2

- (ii) Optional subjects which are examined:
(only one subject need be chosen)

SUBJECTS	NUMBER OF PERIODS WEEKLY	MEDIUM OF INSTRUCTION
1. AGRICULTURAL SCIENCE	5 Periods	English
*2. DOMESTIC SCIENCE	3 Periods	English
3. COMMERCIAL STUDIES	3 Periods	English
4. THIRD LANGUAGE	3 Periods	English
5. WOODWORK	3 Periods	English
6. METALWORK	3 Periods	English
7. ART & CRAFTS	3 Periods	Malay
8. MUSIC	3 Periods	Malay/ English

* Domestic Science replaces sewing/knitting.

In addition two periods a week of physical education are compulsory. This subject is taught in the Malay language and is not examined. The total number of periods a week is 40.

UPPER SECONDARY LEVEL (FORM IV TO FORM V)

The education at this level is a continuation of education in the lower secondary school. On the basis of their performance in the Brunei Junior Certificate of Education, pupils are placed either in the academic stream or in the technical and vocational stream. The two streams were intended to extend the educational provision at this stage, so that both pupils who were academically inclined and those who wished to learn practical skills could find appropriate courses in the upper secondary school.

(a) ENGLISH MEDIUM

CLASS	YEAR							
	1984	1985	1986	1987	1988	1989	1990	1991
FORM I	F 1	P 3	DWI P 2	DWI P 1	DWI e			
FORM II	F 2	F 1	P 3	DWI P 1	DWI P 1	DWI e		
FORM III	F 3	F 2	F 1	P 3	DWI P 2	DWI P 1	DWI e	
FORM IV	F 4	F 3	F 2	P 1	P 3	DWI P 2	DWI P 1	DWI e
FORM V	F 5	F 4	F 3	F 2	F 1	P 3	DWI P 2	DWI P 1

P1, P2, e, DWI Enrolling in the bilingual system.

P3, F1, F2, F3 Enrolling in the previous system of education.

Illustration:

(i) The students in Form IV and Form V in English medium in 1984 continued to enroll in the previous system of education as the students in Form I, II and English medium in 1984.

(ii) In 1989, the bilingual concept was fully implemented in Form IV (P2 in the chart)

(b) MALAY MEDIUM

YEAR		1984	1985	1986	1987	1988	1989	1990	1991
CLASS									
STANDARD VI		g	f	f					
				(pre-DWI)					
FORM I		T 1	g	f	DWI				
					f				
FORM II		T 2	T 1	g	f	DWI			
						f			
FORM III		T 3	T 2	T 1	g	f	DWI		
							f		
FORM IV		T 4	T 3	T 2	T 1	g	f	DWI	
								f	
FORM V		T 5	T 4	T 3	T 2	T 1	g	f	DWI
									f

f, g Enrolled in the previous system of education.

f Enrolled in the class for Pre-bilingual education.

(pre-DWI)

DWI Enrolled in the previous system of education at
f secondary level.

T1, T2, T3, T4, T5. Enrolled in the previous system of
education.

Illustration:

- (i) The pupils who were in Form IV and Form V in Malay medium in 1984 continued in the previous system of education as did students in Form I, II and III in 1984.
- (ii) By 1990 the pupils in the class of (DWI f in the chart) should start enrolling in the bilingual system of education when they are in Form IV. These pupils were in Standard V in Malay medium in 1984, and attended the pre-bilingual class in 1986. (f (pre-DWI)). However if this cannot be implemented, the pupils (f) who passed their Brunei Junior Certificate of Education in 1988 will be promoted to Form IV in the Malay medium in 1989 and follow the previous system of education.
- (iii) The group who enrolled in the class of pre-DWI or pre-bilingual system of education will be taught history and Geography, which are their optional subjects through the medium of the Malay language.

UPPER SECONDARY CURRICULUM (FORM IV AND V)

(a). Description of compulsory and examination subjects.

(i) Science stream

SUBJECTS		NO. OF PERIODS PER-WEEK	MEDIUM OF INSTRUCTION
1.	MALAY LANGUAGE	4	MALAY
2.	ENGLISH LANGUAGE	6	ENGLISH
3.	MATHEMATICS	5	ENGLISH
4.	PURE SCIENCE	10	ENGLISH
	SUBJECTS (CHEMISTRY, BIOLOGY, PHYSICS)		
5.	+ ANOTHER ONE SUBJECT		
TOTAL	5 SUBJECTS	25	2

(ii) Arts stream

SUBJECTS	NO. OF PERIODS PER-WEEK	MEDIUM OF INSTRUCTION
1. MALAY LANGUAGE	4	MALAY
2. ENGLISH LANGUAGE	6	ENGLISH
*3. MATHEMATICS	5	ENGLISH
4. GEOGRAPHY OR HISTORY	5	ENGLISH
TOTAL 4 SUBJECTS	20	2

* This Mathematics syllabus is different from the syllabus of Mathematics which is taught in the Science and Technical stream. However, those pupils in the Arts stream who show ability in Mathematics will be encouraged to attend the classes in the subject which are taught in the Science and Technical stream.

Note; The pupils who are enrolled in the pre-bilingual class will follow the bilingual system of education for all subjects except History and Geography for which the medium of instruction is Malay.

(iii) Technical stream

SUBJECTS	NO. OF PERIODS PER WEEK	MEDIUM OF INSTRUCTION
1. MALAY LANGUAGE	4	MALAY
2. ENGLISH LANGUAGE	6	ENGLISH
3. MATHEMATICS	5	ENGLISH
4. SCIENCE OR ENGINEERING SCIENCE OF PHYSICS	5	ENGLISH
TOTAL 4 SUBJECTS	20	2

(b) Malay language, English language and Mathematics are compulsory for all pupils.

(i) Science stream

In addition to the compulsory subjects, pupils can choose 3 subjects from the following list of options.

	SUBJECTS	NO. OF PERIODS PER-WEEK	MEDIUM OF INSTRUCTION
1.	BIOLOGY	5	ENGLISH
2.	HISTORY	5	ENGLISH
3.	PHYSICS	5	ENGLISH
4.	AGRICULTURAL SCIENCE	4	ENGLISH
5.	ADDITIONAL MATHEMATICS	4	ENGLISH
6.	FOOD & NUTRITION	4	ENGLISH
7.	GEOGRAPHY/HISTORY	5	ENGLISH
8.	COMPUTER STUDIES	4	ENGLISH
9.	ISLAMIC KNOWLEDGE	4	MALAY
10.	ECONOMICS	5	ENGLISH
TOTAL	10 SUBJECTS	45	2

Note; The bilingual classes are still taught History and Geography in the Malay language#.

(ii) Art stream

Students choose 3 or 4 subjects from the following list;

	SUBJECTS	NO. OF PERIODS PER-WEEK	MEDIUM OF INSTRUCTION
1.	SCIENCE OR COMBINED SCIENCE	6	English
2.	HUMAN SOCIAL BIOLOGY	5	English
3.	AGRICULTURAL SCIENCE	4	English

4.	GEOGRAPHY	5	English
5.	HISTORY	5	English
6.	ECONOMICS	5	English
7.	ART	4	Malay
8.	MUSIC/COMPUTER STUDIES	4	Malay for Music English for Comp.std Malay
9.	ISLAMIC RELIGIOUS KNOWLEDGE	4	Malay
10.	ENGLISH LIT.	4	English
11.	MALAY LIT.	4	Malay
12.	THIRD LANG.	4	
13.	FASHION & FABRIC	4	English
14.	FOOD & NUTRITION	4	English
15.	COMMERCIAL STUDIES/ COMMERCE	4	English
16.	PRINCIPLES OF ACCOUNTING	4	English

Note; if Science or Combined Science has been taken, it cannot be combined with Human and Social Biology.

(iii) Technical stream

	SUBJECTS	NO. OF PERIODS PER-WEEK	MEDIUM OF INSTRUCTION
1.	PHYSICS OR ENGINEERING SCIENCE	5	English
2.	WOODWORK/METAL- WORK	4	English
3.	SCIENCE	5	English
4.	METALWORK ENGINEERING	4	English

5.	ISLAMIC KNOWLEDGE	4	Malay
6.	ELECTRICITY & ELECTRONICS	4	English
7.	ADDITIONAL MATHEMATICS	4	English
8.	COMPUTER STUDIES	4	English
9.	GEOMETRICAL & MECHANICAL DRAWING	4	Malay & English
10.	SURVEYING	4	English
11.	GEOMETRICAL & BUILDING DRAWING	4	Malay & English
12.	COMMERCE	4	English
13.	COMMERCIAL STUDIES	4	English
14.	PRINCIPLES OF ACCOUNTING	4	English
15.	ECONOMICS	5	English

- Note;
1. Physics cannot be combined with Engineering Science or Science.
 2. Woodwork or Metalwork cannot be taken together with Metalwork or Engineering.
 3. Geometrical and Mechanical Drawing cannot be combined with Geometrical and Building Drawing.
 4. Commerce cannot be combined with Commercial Studies.

(c) Students are allowed to take up to 7 or 8 subjects. This will depend on their abilities and the consent of the Principal of the school.

HIGHER SECONDARY EDUCATION (FORM SIXTH)

Education at this level is the extension of the work done in the upper secondary school. Admission to the Sixth Form is conditional upon passing the Brunei Certificate of Education 'O' level. Depending upon their results in this examination pupils are placed in either the academic, technical or the teaching stream.

At the higher secondary education level, the major emphasis in the curriculum is on Science or Arts subjects. The course qualifies students for further study abroad.

(a) ENGLISH MEDIUM

CLASS/YEAR	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
FORM III	F 3	F 2	F 1	F 3	DWI	DWI				
					P 2	P 1				
FORM IV	F 4	F 3	F 2	F 1	DWI	DWI				
					P 2	P 1				
FORM V	F 5	F 4	F 3	F 2	F 1	P 3	DWI	DWI		
							P 2	P 1		
FORM VI (L)	F6l	F 5	F 4	F 3	F 2	F 1	P 3	DWI	DWI	
								P 2	P 1	
FORM VI (U)	F6u	F6l	F 5	F 4	F 3	F 2	F 1	P 3	DWI	DWI
									P 2	P1l

DWI DWI

Enrolled in the bilingual system

P 1 P 2

F3, F4, F5, F6L, F6U. Enrolled on the previous system.

Source; The bilingual system of education 1985 Department of Education Brunei.

(b) MALAY MEDIUM

CLASS/YEAR	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
FORM I	T 1	g	f	DWI						
				f						
FORM II	T 2	T 1	g	f						
FORM III	T 3	T 2	T 1	g	f	DWI				
						f				
FORM IV	T 4	T 3	T 2	T 1	g	f	DWI			
							f			
FORM V	T 5	T 4	T 3	T 2	T 1	g	f	DWI		
								f		
FORM VIB	T6B	T 5	T 4	T 3	T 2	T 1	g	f	DWI	
									f	
FORM VIA	T6A	T6B	T 5	T 4	T 3	T 2	T 1	g	f	DWI
										f

f, g Enrolled in the previous system of education.

f Enrolled in the pre-bilingual class.

(kp)

DWI Enrolled in the bilingual system of education.

f

T1, T2, Enrolled in the previous system of education.

T3, T4,

T5, T6B,

T6A.

Illustration .

(i) The pupils in the lower and upper Form Sixth in 1984 both Malay and English medium continue under the previous system of education.

(ii) By 1992, the pupils who had enrolled in the pre-bilingual class (DWI f) will continue in the bilingual system of education in the Lower Sixth Form.

HIGHER SECONDARY EDUCATION CURRICULUM (FORM SIXTH LOWER AND UPPER)

There are two compulsory examination subjects. The first is a general paper which is taught in either English or Malay but when the bilingual system is fully implemented it will be taught only in English. The second compulsory subject is National Identity Studies. This includes moral studies and is taught in Malay.

Optional subjects which will be examined.

Pupils choose 3 from the following list:

SUBJECTS	NO. OF PERIODS PER-WEEK	MEDIUM OF INSTRUCTION
1. MALAY LANGUAGE	8	MALAY
2. ENGLISH LANGUAGE	5	ENGLISH
3. PURE MATHEMATICS	6	ENGLISH
4. MATHEMATICS	6	ENGLISH
5. ACCOUNTING	5	ENGLISH
6. ECONOMICS & PUBLIC AFFAIRS	5	ENGLISH
7. GEOGRAPHY	5	ENGLISH
8. HISTORY	5	ENGLISH
9. BIOLOGY	6	ENGLISH
10. PHYSICS	6	ENGLISH
11. CHEMISTRY	6	ENGLISH
12. ECONOMICS	5	ENGLISH
13. ART	5	MALAY
14. ISLAMIC R.KNOWLEDGE	6	MALAY
15. COMPUTER SCIENCE	5	ENGLISH
16. THIRD LANGUAGE	5	Depends on language learned
17. SYARIAH (ISLAMIC LAW)	6	MALAY
18. USULUDDIN (TENETS OF ISLAM)	6	MALAY

EXTRA CURRICULA ACTIVITIES IN PRIMARY AND SECONDARY SCHOOLS

Extra curricula activities are arranged by the E.C.A. Section and every pupil is required to take part in some activity. The activities follow a plan prepared by the E.C.A. Section and pupils are given a grade according to their level of performance throughout the year.

THE CONCEPT OF BRUNEI DARUSSALAM SYSTEM OF EDUCATION

A distinctive and important part of the 1972 Education Policy in Brunei was ~~the Brunei was~~ the Malay Muslim Sultanate Concept. This concept is designed to ensure that those features which are characteristic of Brunei are fully represented in the education system. The three essential elements of the concept are the Malay traditions of Brunei, the Islamic values of the society and loyalty to the Sultan. The pupils are taught to understand what each of these involve and to see them as part of a valuable cultural heritage and as a means of promoting a peaceful, united and prosperous nation. The policy sets out in some detail the lessons which the pupils should have at each stage of schooling in order to inculcate the concept. It also recommends activities, such as visits, which they can undertake to enrich their understanding of the past and strengthen their sense of community and co-operation as citizens of Brunei.

REFERENCES

1. System of Education in Brunei Darussalam Department of Education, Ministry of Education and Health 1985 p.1.
2. See Table 4.1
3. See Table 4.2 (a) & (b).
4. The examination is conducted by the Education Section, Ministry of Religious Affairs.

CHAPTER 5

DEFINITIONS OF THE HANDICAPPED

An appreciation of the special needs of the handicapped began when religious communities introduced a more compassionate attitude and some basic care for the handicapped in hospices. Institutions for the blind, the deaf and dumb were established as early as the sixteenth century in Europe. Since that time provision for the handicapped and particularly educational facilities have been greatly expanded. The growth of education has included the development of special education for handicapped children. Many Commissions and Committees of enquiry in the developed countries have considered the special problems of providing an adequate and effective education for handicapped young people. In the United Kingdom, educational provision for all handicapped children was most recently considered by the Warnock Committee.¹

However, there is still no clear generally agreed definition of the difference between terms such as handicap, disability, incapacity and disadvantage, a circumstance which introduces ambiguities into many discussions. Wilfred K. Brennan in 'Changing Special Education Now' points out that 'disability may be regarded as a loss of capacity or function due to physical, sensory, neurological, intellectual or emotional impairment. The cause of the disability may often be determined (though not necessarily rectified) and it may also be possible to measure or assess the degree of impairment in relation to what is considered to be normal.'² But whether or not the disability constitutes a handicap is more difficult to determine for it depends on many variables. Certain disabilities handicap individuals in some situations but not in others, or for a specific period during their lives.

There are many ways to identify and assess the handicapped. For instance, Professor Brimblecombe in 'A New Approach to the care of Handicapped Children' mentioned that, 'our first objective was to identify all handicapped children (where the handicap was of post or pre-natal origin) in a defined population of

births, and to attempt to measure the extent of the functional handicap present in each child. It was first necessary to define the meaning of the words defect, disability and handicap. Medical diagnoses do not of themselves indicate the extent of functional handicap.'³ However, we have applied the legal definitions which are useful for encouraging categorization in educational thinking.

Why is special education necessary for handicapped children? Fred Adam in 'Special Education' described 'handicapped children as no different from ordinary children. That they need to be educated is perhaps the most obvious and certainly the most important of educational truisms. Every child is a unique individual with his own specific rights to life, liberty and the pursuit of happiness as well as his own obligations to, and entitlements from the society of which he forms a part.'⁴ The Warnock Report stressed the same point, 'every child is a unique individual within a continuum of need. There is no sharp divide between the handicapped and the non-handicapped.'

If there is to be special education provision for handicapped children there must be appropriate legislation approved by the Government and it must be made clear who is responsible for implementing the laws.

In Britain, the terms 'handicap' and 'handicapped' as used today carry several meanings. A report by the World Health Organisation (WHO) in 1980 mentions '...One such early British attempt at definition in which 'handicaps' were regarded as a subset of 'disabilities', a handicap being a disability affecting normal growth, development and adjustment to life over a substantial period of time, if not permanently. Similarly, disabilities were defined as a subset of defects, a disability being a defect which results in some malfunction but which does not necessarily affect the individual's normal life. A defect was defined as some infection, impairment or disorder

of the body intellect or personality.'⁵ However, these definitions were not found to be very useful as they relied on subjective considerations and they were felt to be insufficiently precise for professional use by medical and health workers. Yet these definitions correspond fairly closely to those used today by most people.

A better approach perhaps is implicit in WHO's definition that a 'disability' only becomes a 'handicap' if the individual is unable to develop compensatory strategies. At present, children born with some mental or physical defect are labelled as 'handicapped' before they are old enough to develop such strategies. Yet in these days there are many adults and children with substantial defects, who by determination, persistence, prostheses, skilful rehabilitation or favourable circumstances do not become 'handicapped'.⁶ WHO Working Group employed a trial scheme which provided the conceptual base for 'International^{al} Classification of Impairments, Disabilities and Handicaps' (ICIDH) where handicap as equivalent to disadvantage consequent on disease, defect or disability is given a much more precise definition by means of the term 'disablement' (Wood and Badley 1978).

The ICIDH has distinguished three levels of disablement:

1. 'impairments' are abnormalities of bodily structure and appearance or organ or system function.
2. 'disabilities' are restrictions on the performance of those functions and activities which are characteristic of human beings.
3. 'handicaps' are disadvantages preventing the fulfilment of roles that are normal (depending on age, sex and social and cultural factors) for the individual.

This kind of classification was supported by Byrne & Padfield (1978) for whom the terms disabled and handicapped are

interchangable and synonymous.⁷ A feature of this classification of handicap is that the individual's experience of disablement is assessed on six specified dimensions; orientation, physical independence, mobility, occupation, social integration and economic self-sufficiency.

Under the WHO terminology, 'handicap' is not a label that should be automatically and permanently applied to any child with impairments, however severe. The parents of handicapped children were advised that they should not send their children to a special school because they are handicapped but because at a special school they will be given assistance and teaching of a kind which will remove or at least alleviate one or more of their handicaps. The WHO classification (1980) emphasises three important features of the new concept of handicap:

'1... some value is attached to departure from a structural, functional or performance norm, either by the individual himself or by his peers in a group to which he relates

2.The valuation is dependent on cultural norms, so that a person may be handicapped in one group and not in another. Time, place, status and role are all contributory.

3.In the first instance, the valuation is usually to the disadvantage of the affected individual..' ⁸

From the above views, it is clear that the handicapped can be variously identified according to the definitions adopted. However, with proper identification, it is possible to plan for special educational needs for handicapped children in a way which will make the provision for them as effective as that for normal children.

As is pointed out in the Warnock Report the identification and assessment of special educational needs is a complex process. Simplistic categorization labelling can be misleading and dangerous. Legal definitions should be drawn up and an Act dealing with educational provision for the handicapped should be passed in Brunei. This will also be an advantage for the authorities concerned to design general provision for all disabled people in the state.

CATEGORIES AND DEFINITIONS IN BRUNEI

No clear categories or definitions of the disabled have, as yet, been drawn up by the government as a guide to the responsible authorities. There is still considerable confusion especially in schools because the categories of handicap which were established by the Department of Medical Services were decided by paediatricians, and based solely on medical conditions. There is often a problem of classification when children suffer from more than one disability. This creates confusion and makes it difficult to determine the kind of help which can be given to them in school. The only sharp distinction in the schools is between the handicapped and the non-handicapped children. Although the Ministry of Education has its own centres for very mildly handicapped children in selected schools throughout the state, most of the children in the classes have a variety of handicaps. For instance, the slow-learners, the mentally retarded and those suffering from downsyndrome are placed in the same category. The deaf and partially deaf are in this category as well. This is not a sufficiently precise classification for the handicapped children to be provided with an education suited to their needs. All the classes which have been set up are still regarded as a pilot scheme although since 1977 the Department of Education has had a Remedial Education Unit. In spite of this the Department continues to rely on the medical report on each

child given by the Department of Medical Services. From the medical point of view a child is defined as handicapped if he or she suffers from a disability which may adversely affect his or her development and place him or her at a disadvantage as a member of the community.

Different nations have adopted different definitions of disability. Brunei could, with advantage, make a thorough survey of these definitions before drawing up any of its own definitions of disability. At the moment, the lack of agreement concerning who are the disabled makes international comparisons impossible. For instance, the definition used by the United Nations in the report of 1983 was a wide one which included the old and sick, those who suffered from heart attack, diabetes, tuberculosis or had difficulty in breathing. This was not as precise a definition of handicap, as that given in the Report of the Committee of Enquiry into the Education of Handicapped Children and Young People with Special Education Needs in England, Wales and Scotland.⁹ The categories and definitions given there were very specific and included blind pupils sub-normal, epileptic, maladjusted, physically handicapped, speech defects and delicate.

Some of the countries in Asia have made their own calculations of the numbers of handicapped people in their countries. For instance, in 1983 Malaysia estimated that 1.0% of her population was handicapped. The same research done in 1958 had found 0.8%. However, for practical purposes Malaysia used 1.0%. In Malaysia the population of the handicapped has been classified into four major groups that is, vision problems (all sorts), physical defects, hearing problems and mental handicap. Those who were suffering from neurosis problems were included in the physical defects group. The census of the Malaysia population conducted in 1980 showed little difference from the numbers found in 1958. So steps were taken by the Malaysian Social Welfare Services Ministry to promote a proper national registration scheme to achieve a better definition of the

handicapped and to classify them in more specific categories. Indonesia estimated 2.46% of her population in 1983 was handicapped. Korea estimated 2.37% of her population was handicapped as a result of a sample research undertaken in 1980. Taiwan found 1.47% of her population was handicapped after a survey conducted on school children in the age range 6 to 12 years between 1974 to 1976. It is probable that these countries were using the general categories of handicap formerly adopted by Malaysia.

In the attempts to organise programmes for handicapped people in Negara Brunei Darussalam, it has been thought appropriate to make an estimate of the handicapped population now and a projection covering the next few years. The information which was obtained from the neighbouring countries in the region showed that the definitions and approximations were very different in each state. If Brunei uses an estimated rate of 1.0% as in Malaysia to determine the approximate total of handicapped, there were 2725 handicapped in 1985 and in 1990 there will be approximately 3600. But there will be a different result, if Brunei follows the approximations used in other countries and the number of the handicapped will be substantially greater. There should be an agreed definition of handicap in Brunei and also research to obtain details such as home background, standard of living and the difficulties experienced.

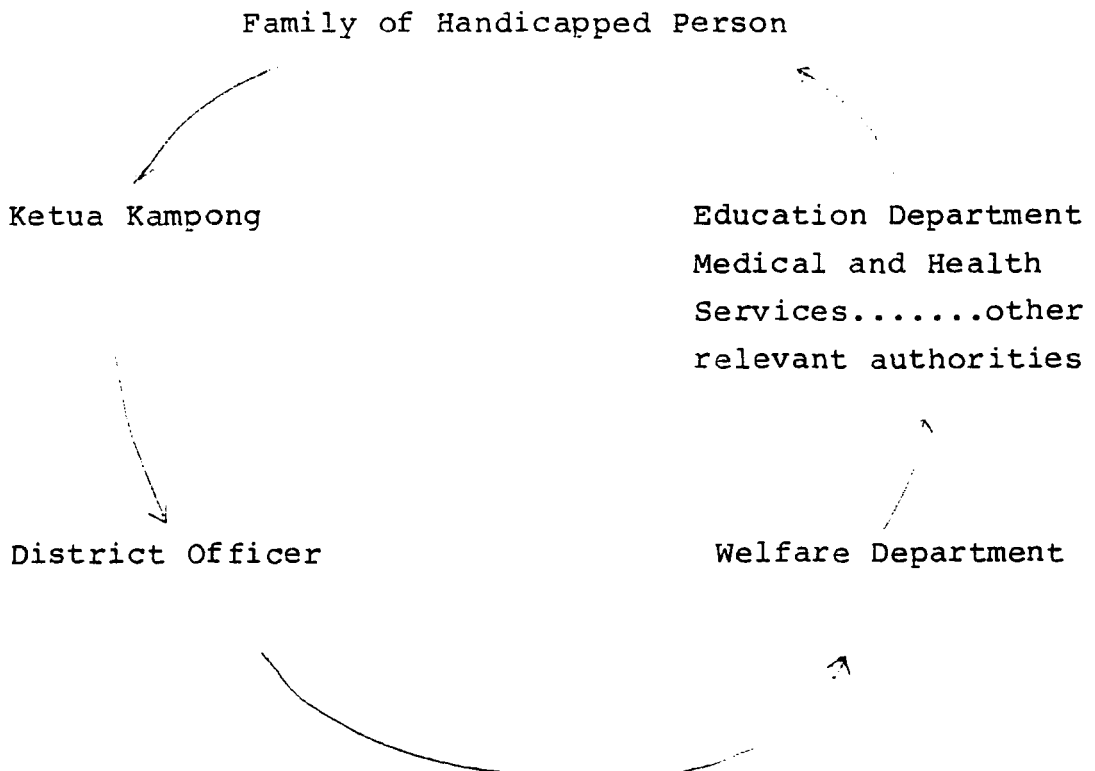
IDENTIFICATION OF DISABLED IN BRUNEI DARUSSALAM

Since in Brunei there is no legislation for the registration of the Disabled, it is impossible to say exactly how many there are in the country. At present the ways in which disabled people are identified and brought to the notice of the authorities are as follows;

- (i) The first way is through the people who have a close

relationship with the disabled person. For instance, parents or other members of the family if they know there is a member of their family who is disabled either since birth, or through illness, or because of an accident, can report the matter to 'Ketua Kampong' who is responsible for reporting it to the District Officer.'¹⁰ The District Officer then forwards a report to the Welfare Division of the Department of Welfare Youth and Sports which is responsible for undertaking further investigation. As soon as the case is reported, Social Workers will make an investigation and submit a detailed social report to be considered by the Chief Social Welfare Officer who will then take the appropriate measures according to the current welfare policy. At the moment, in Brunei there is no legislation which requires the authorities to provide special assistance for the disabled unless they report in this way to the authorities. The initiative rests with them. It frequently happens that disabled people living in remote or rural areas are not identified through the procedures outlined above.

Process of identification through Ketua Kampong



- (ii) Some cases are recorded by the Department of Medical and Health Services. These are mostly in towns and villages where they are near to hospitals or clinics. The Medical authority normally reports those cases to the Welfare Department for further action.
- (iii) Some cases are directly referred by the public to the Welfare Department not through the District Office nor through the Department of Medical and Health Services.

Brunei at present is considering the problem of how to identify the disabled in order to make it easier for the authorities concerned to take the necessary action. There is no single department which is responsible for identifying the population of disabled in the country. Also, since there is no legislation concerning children with special educational needs and no provision in the schools for children with learning difficulties, the Ministry of Education is unable to provide appropriate facilities for them.

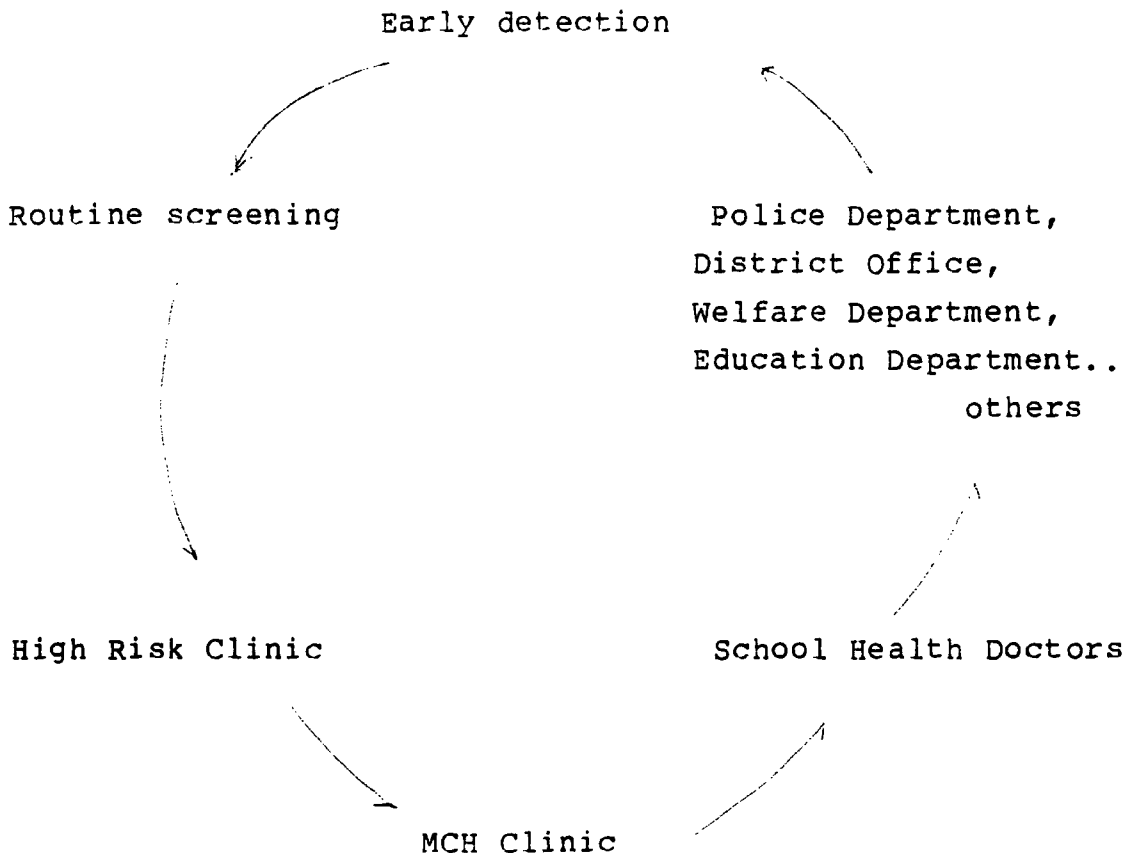
REGISTRATION BY THE DEPARTMENT OF MEDICAL AND HEALTH SERVICES, MINISTRY OF HEALTH BRUNEI DARUSSALAM

Beginning in 1984 the Medical and Health Services Department compiled a register of handicapped people in general categories. This was wholly an initiative by this department in order to facilitate their routine duties. But some services for the handicapped had been set up much earlier i.e since the establishment of the Paediatric clinics. These clinics are designed for the early detection of a potentially handicapping condition. They undertake routine screening of all babies for any defects that might lead to disability or handicap. This service is organised in such a way that as far as possible no baby is missed being seen by a Paediatric Medical Officer.
~~Babies born in hospitals in all districts in Brunei are seen by~~

Babies born in hospitals in all districts in Brunei are seen by Paediatric trained doctors soon after birth and before discharge. Babies born at home are seen within six weeks of birth in the MCH clinics where they are screened by the Community Paediatric doctors.

The service also operates what are known as 'The High Risk Clinics' which follow up all 'Babies at Risk'. These include babies born prematurely, babies with minor birth defects and heart murmurs, those who have undergone difficult deliveries and/or have had problems requiring resuscitation. Those who had severe jaundice or those who were subjected to certain drugs and procedures while in hospital are also followed up. All of these are conditions that might lead to disability at sometime later in life. These babies are monitored closely for early recognition of problems in order to provide early treatment. When found to be handicapped, they are referred to the Handicapped Children's Clinic.

Process of registration by Medical and Health Services



In addition to the work of the Handicapped Children's Clinic, the School Medical Officers and Visiting School Nurses keep a register in all districts of all handicapped children who are in school. The following are the figures of those registered in the year 1984 and the subsequent two years.

YEAR 1984

CATEGORIES	UNDER 5YRS.	5YRS + IN SCHS.	5YRS + NOT IN SCHS.	TOTAL
Mental retardation	107	423	125	655
Vision	6	165	32	203
Hearing & speech	27	95	66	188
CNS	98	79	83	260
Malformation	73	177	53	303
Respiratory	30	100	44	174
Cardiac	109	309	60	478
Blood	31	47	34	112
Other	50	51	26	127
Total	531	1446	523	2500

YEAR 1985

CATEGORIES	UNDER 5YRS.	5YRS + IN SCHS.	5YRS + NOT IN SCHS.	TOTAL
Mental retardation	118	455	150	723
Vision	11	166	33	210
Hearing & speech	28	103	74	205
CNS	81	82	130	293
Malformation deformities	71	176	67	314
Respiratory	27	106	48	181
Cardiac	106	348	83	537
Blood	21	46	50	117
Other	46	55	44	145
Total	509	1537	679	2725

YEAR 1986

CATEGORIES	UNDER 5YRS.	5YRS + IN SCHS.	5YRS +NOT IN SCHS.	TOTAL
Mental retardation	118	463	152	733
Vision	17	168	33	218
Hearing & speech	48	112	84	244
CNS	103	90	145	338
Malformation /deformities	88	177	67	332
Respiratory	28	107	49	194
Cardiac	110	377	83	570
Blood	23	48	50	121
Other	59	63	44	166
Total	594	1605	707	2906

BREAKDOWN BY DISTRICT

YEAR	BRUNEI/MUARA	TEMBURONG	TUTONG	BELAIT	TOTAL
1984	1646	195	333	326	2500
1985	1782	207	371	365	2725
1986	1874	211	394	427	2906

Beginning in 1985, the Medical and Health Services Department has listed the handicapped in age-groups.

YEAR 1985

AGE-GROUP	TOTAL POPULATION	NO. ALL HANDICAPS/DEFECTS
0 - 4	29,694	509 (1.71%)
5 - 9	27,042	689 (2.55%)
10 - 14	23,527	722 (3.07%)
15 - 19	21,690	564 (2.60%)
20 +	113,990	240 (0.21%)
TOTAL ALL AGE-GROUP	215,943	2,725 (1.26%)

YEAR 1986

AGE-GROUP	TOTAL POPULATION	NO. ALL HANDICAPS/DEFECTS
0 - 4	136,100	1874 (1.37%)
5 - 9	8,500	211 (2.48%)
10 - 14	28,100	394 (1.40%)
15 - 19	53,600	429 (0.80%)
TOTAL	226,300	2,906 (1.28%)

The number of handicaps and defects registered in schools in 1985 and 1986.

YEAR-1985

DISTRICT	SCHOOL POPULATION	TOTAL NO/PERCENTAGE	
BRUNEI/MUARA	42,195	993 -	2.35%
TEMBURONG	1,649	140 -	8.5 %
TUTONG	6,492	230 -	3.54%
BELAIT	13,754	174 -	1.26%
TOTAL	64,090	1537 -	2.39%

YEAR 1986

DISTRICT	SCHOOL POPULATION	TOTAL NO/PERCENTAGE	
BRUNEI/MUARA	39,136	1031 -	2.63%
TEMBURONG	2,303	142 -	6.16%
TUTONG	7,240	174 -	3.30%
BELAIT	12,810	193 -	1.50%
TOTAL	61,489	1605 -	2.61%

Source: Department of Health and Medical Services Brunei Darussalam.

The identification made by the Department of Health and Medical Services provides the data for a comprehensive definition of the disabled and their classification into distinct categories. Some national body should be set up to undertake this task. Brunei could well consider adopting the definitions and categories currently used in the United Kingdom.

Once the categories have been agreed there would need to be legislation making mandatory provision for the disabled. One such piece of legislation should be should be an education act specifically concerned with special education for handicapped children and young people.

At present, the Department of Health and Medical Services refers cases to the social welfare section of the Welfare, Youth and Sport Department which is responsible for providing the assistance they need. This department carefully investigates those cases to determine the appropriate action. In 1983 this department made its' own survey of the disabled using the same categories as the Medical Department. At the end of that year the total was 2106.

In addition to those who have been registered with this department, there is also a list of people handicapped as a result of industrial and road accidents which is prepared by the Labour Department. According to the report of this department for the five years from 1978 to 1982 the industrial accident figures were as follows:

Total industrial accidents

YEAR	INCIDENTS	DEATHS	HANDICAPPED
1978	52	6	46
1979	13	-	13
1980	71	10	61
1981	71	17	60
1982	43	12	31
TOTAL	256	45	211

The above figures show there were 45 deaths from industrial accidents between 1978 ^{and} 1982 or an average of 9 persons per annum. At the same time, a total of 211 people became handicapped. Such accidents happened regularly in oil drilling, sawmill factories, carpentry and other industries.

Road accidents have been one of the major causes of an individual becoming handicapped in Brunei. Recently, road accidents resulting in death or injury have increased.¹¹

Below are the figures of the total cases between 1978 to 1982:

YEAR	NO. OF CASES	DEATHS	INJURED
1978	1621	33	421
1979	1519	38	467
1980	1657	40	332
1981	1830	51	383
1982	1742	63	420
TOTAL	8369	225	2023

Source: Statistical Unit-EPU Department.

The figures show an average of 1673.8 road accidents annually of which 45 were fatal and 1404.6 injuries. Some from those who were injured in the accidents became permanently disabled.

The register which is drawn up by the Welfare Department at present does not include those who became disable in industrial and road accidents. It is very desirable that this department should extend the scope of registration to include such incidents. This could be done voluntarily and the personal details should be strictly confidential and known only to the authorities concerned. The details which should include sex and type of handicap should be recorded in order to prepare programmes for their assistance. As the number of deaths in both industrial and road accidents is extremely high, it is recommended that steps should also be taken by the appropriate authorities to organise a campaign to reduce them.

In framing comprehensive legislation for the disabled, the records and experience of the Welfare, and Medical and Health Services Departments will be an invaluable source of

information. But, the ultimate responsibility for all the disabled should be placed upon the Ministry of Education for appropriate schooling and training are the primary needs of the disabled.

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5. Philp.M., & Duckworth.D.,1982 Children with Disabilities and their families p1
6. Philp.M., & Duckworth.D.,1982 Children with Disabilities and their families p2
7. Byrne.T., & Padfield.C.F.1978 Social Services William Heinemann Ltd. London p 104
8. World Health Organisation (WHO) 1980 United Nations Development Plan Report
9. See Appendix 2 - Categories of Handicapped pupils - Special Educational Needs Warnock Report 1978 p 380
10. 'Ketua Kampong' is the headman in a village who is responsible for looking after villagers' affairs and he forwards any problems which he cannot solve to the District Officer for further action.
11. Such records are normally kept by the Police Department.

CHAPTER 6

THE AGENCIES' ROLES, THE RELATIONSHIPS BETWEEN THEM
AND THE CURRENT DISTRIBUTION OF THEIR RESPONSIBILITIES
FOR THE DISABLED IN BRUNEI DARUSSALAM

SERVICES FOR CHILDREN UNDER SCHOOL AGE

A playgroup is run by the Department of Medical and Health Services to provide preliminary training for handicapped children in various skills, and social activities to prepare them for formal education in the future. There are five playgroups in the country which are wholly under the supervision of the Department of Medical and Health Services. The playgroups are operated in major hospitals and clinics in RIPAS Bandar Seri Begawan, SSB. Kuala Belait, Tutong, Temburong and Sengkurong. However the centres at RIPAS and SSB are the only ones which are open every day, Sengkurong and Tutong operate twice weekly and Temburong Centre runs once a week. The reason why only these limited services can be provided is shortage of trained personnel.

Handicapped children under the age of 5 are accepted at this centre. These children are initially identified by the nurses at the health centres and then examined by paediatricians to determine the precise nature of the disability of each one so that a suitable programme can be arranged for them at the centre. The children enrol in a 2 year programme at this centre. The course is essentially diagnostic to determine each child's potential and prospects and hence to decide whether he or she can be placed in the normal school under the Ministry of Education or in the Guidance Classes for handicapped children under the Welfare Youth and Sports Department. There are at present 180 handicapped children enrolled in the playgroup centres. With the facilities available in this centre the doctors, physicians, and the staff are able to take early steps to assess and upgrade the children's capabilities especially in the matters of communication and self-care.

The detailed evaluation of an individual's disability as well as an assessment of their capabilities and potentialities is not easy and cannot be done in a short time. It is necessary for

the doctors to observe the children in a variety of different situations, to conduct many examinations and especially to assess their progress over a considerable period of time. The playgroup centres are also a place where parents can involve themselves with the programmes and learn to understand and look after the handicapped children.

These centres which were set up in 1982/1983 were entirely an initiative by the doctors involved in the treatment, evaluation and training of handicapped children below the age of 5.

Due to the important role played by these centres it is suggested that they should be made part of the permanent programme of the Medical and Health Services Department which should be provided with a special budget to meet the operational expenses. Special funding should be made available to these centres which currently cannot operate everyday in order to enable them to upgrade their services to the standard available at RIPAS and SSB centres. In making efforts to extend the activities in these centres, the department should study the possibility of involving voluntary agencies, parents and other individuals as far as possible in the project.

SERVICES FOR CHILDREN OF SCHOOL AGE

As part of the development of special education in Brunei, the Department of Education has been concerned to make provision for mildly handicapped children, such as slow learners and educationally sub-normal children. Prior to 1977, a few teachers were sent to the United Kingdom to take courses in Special Education. This was followed by the formation of a Remedial Education Unit in 1978 and the establishment of remedial classes in some schools for pupils who needed such a programme.¹ However, the children were still enrolled in the ordinary classes where they spent most of time and only

attended the remedial class for 2 hours weekly where they were taught by teachers trained in Special Education. The children were given help in obtaining any special equipment they needed such as spectacles or hearing aids by the medical and Health Services Department. The Head teacher was responsible for assessing each child in the school and deciding what was needed.

The establishment of the Remedial Education Unit in the department was designed to help these children in Writing, Reading and Arithmetic. According to a Report issued at the end of 1983 there were 1223 handicapped children in the normal schools. In that year the total population of pupils in Brunei was 60,328. Therefore 2.03% of the population was handicapped. In 1984, there were 61,932 pupils. The number of handicapped pupils recorded was 1446. This was 2.3% of the population. In 1985, there were 1537 handicapped pupils out of a school population of 64090 which was 2.4%. In 1986, there were 61,489 school population and 1605 were recorded as handicapped, a percentage of 2.6%.²

At the end of 1984 there were 545 pupils enrolled in remedial classes at 59 centres.

Total of Remedial Classes

Districts	Centres	Total Number of Pupils
Brunei I & III	27	178
Brunei II	20	215
Tutong	-	-
Belait	8	66
Temburong	4	86
Total	59	545

The Department has taken the initiative in opening new centres limited only by the supply of specially qualified teachers. It

is now more than 10 years since the formation of the Remedial Education Unit but so far there has been no legislation concerning Special Education, nor even any preliminary discussion with the other agencies involved.

The children who need full-time special education because of handicaps such ~~as~~^{as}, mental retardation, vision problems, hearing impairment, physically defects or who are emotionally disturbed to not make much progress in the normal school. They need the services of professionals such as Speech Therapists, Physiotherapists, Occupational Therapists, Social Workers and others if they are to achieve their optimum development.

Special Education could be provided according to the degree of the individual's handicap. Those who are only mildly handicapped, should be given a chance to stay in the same class with normal children of the same age. Most of the teaching would take place in special classes with different methods of teaching by special education teachers. They would, however, remain in the same building as the normal children in order to allow them to mix as much as possible with their contemporaries. This would help to avoid prejudice among normal children towards handicapped children as well as make the process of integration of the handicapped into society easier. It is also essential that the Department of Education should provide for the education of the blind or vision impaired and hearing impaired children according to the best models available anywhere in the world. At present, children with such problems are either sent to Malaysia and enrolled in a special school for the blind or placed in guidance classes under the Welfare Youth and Sports Department for hearing impaired children.

Special education for severely handicapped children was, first established in ordinary schools but with specially qualified teachers. An additional arrangement has been the creation of

special centres in various parts of the country. But it is not possible for the severely handicapped to be placed in ordinary schools and to mix with normal children. For them, a special class is essential which will concentrate on teaching the 3Rs in small groups and where they can be taught to look after themselves, and trained in social and other activities. These children are often 'multiple handicapped'. For them special education is essential if they are to achieve their full potential to become useful citizen and be able to take pleasure in their lives. Handicapped children have a right to education the same as normal children. There should be provision in the Education Policy for handicapped children in Brunei, at both the primary and secondary school levels. The state has a responsibility to provide education for all its citizens according to their abilities.

Guidance Classes for Handicapped Children who are not in School

As many as 523 school age handicapped children in 1983, 523 in 1984, 679 in 1985 and 707 in 1986 did not attend school.³

In 1979 the Committee of Social Workers initiated the establishment of the Handicapped Children Training Unit following a Social Worker's course organised by the Department of Welfare in conjunction with UNDP. A group of voluntary workers started a class in 1980 with a few handicapped children from Kampong Air (Water Village) housed at the clinic at Kampong Lurong Dalam near the capital Bandar Seri Begawan. The class was held for 2½ hours once a week. The Medical and Health Services Department provided the funds.

However realizing that those severely handicapped children could not benefit from education in normal schools the Welfare Youth and Sports Department decided to open a guidance centre for them in 1980 in temporary premises. The aims of this centre were:

- (i) to help the children attain independence and achieve self-confidence;
- (ii) to provide basic education;
- (iii) to encourage them to feel that their handicap did not prevent them from pursuing the same kind of education as normal children;
- (iv) to convince their parents and society that handicapped children should not be denied formal education.

Children between the ages of 5 and 18 are accepted at the centre. Admission to the guidance classes are through the following procedures:

- (i) Parents' request;
- (ii) The children are referred by the Medical and Health Services Department;
- (iii) Pupils are referred by the Education Department ie. registered in schools but are unable to cope with the normal curriculum;
- (iv) Children who are registered with the Department of Welfare Youth and Sports.

Before these children are accepted for the classes, the staff of the department will visit their homes to obtain ~~such~~ details about parents, size of family, brief history of the children and their physical development.

The pupils who are referred by the schools bring the following records:

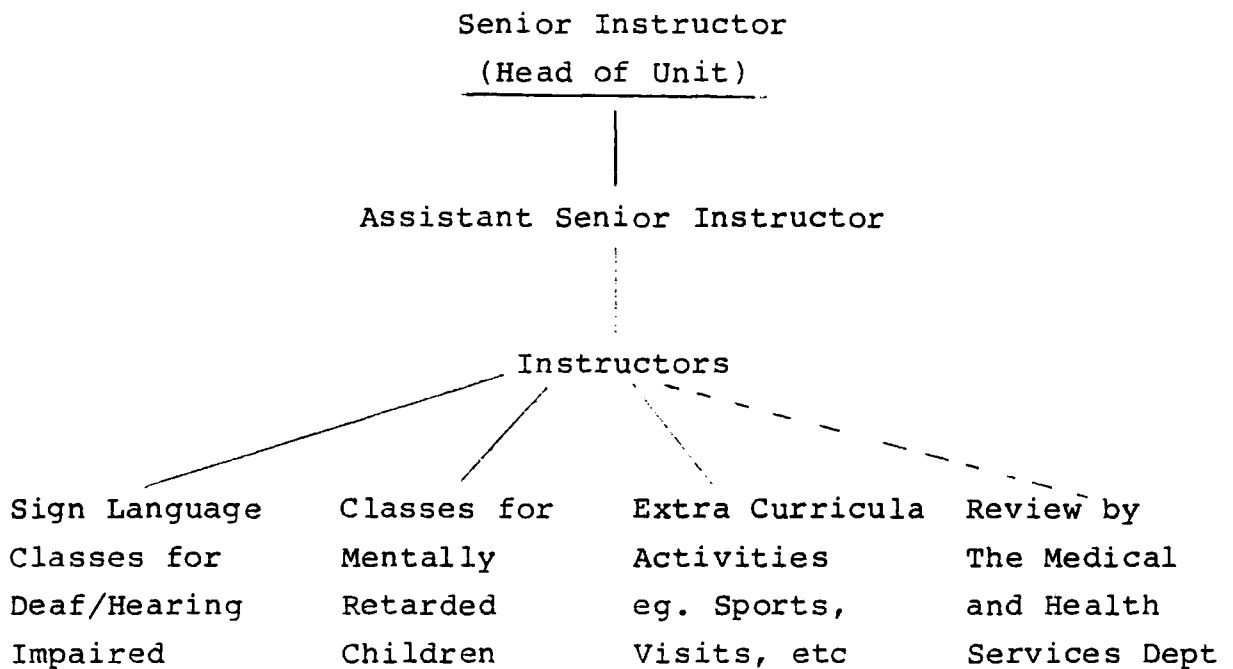
- (i) full educational report from both the classteacher and the headteacher;
- (ii) Examples of his or her work;
- (iii) Progress record;
- (iv) medical report.

The children who are referred by the Medical and Health Services Department bring with them a full medical record. In 1981, the class was moved to the Youth Centre in Bandar Seri Begawan. A bus was made available by the Welfare Department and henceforth the children from all parts of the Bandar Seri Begawan area were admitted to the class which was no longer confined to those who lived in Kampong Air. The extension of the class in terms of the number of pupils and an increase in the number of volunteer workers created the need for larger premises. Early in 1983 the class was moved to its present premises in the centre of Kampong Pulaie. Since then, there have been two sessions every day from Monday to Thursday, that is, 8.30am to 11.30am and 1.30pm to 4.30pm. These classes include the mentally retarded, physically handicapped and the deaf. In addition to its own staff dealing with the handicapped children, the unit is assisted by teachers from the Ministry of Education and the Ministry of Religious Affairs.

With the growth of the Unit it was necessary to ~~recognise~~^{reorganise} the structure to more fully meet the requirements of the pupils (see Table 6.1).⁴ Each category of the handicap needs special attention and therefore specialisation was seen to be necessary. In December 1983 the department secured the services of a specialist teacher for the deaf. New and system^{atic} methods of instruction were introduced in 1983. The children were placed in small groups each supervised by a teacher and an assistant.

Table 6.1

The Structure of Guidance Classes for the Handicapped Children
Unit Under the Welfare Youth and Sports Department



Note:

- (i) When the children attain the age of 18, they will be transferred to the Vocational Centre for the Handicapped.
- (ii) At present there are 3 centres in the state ie. Brunei-Muara, Belait and Temburong Centres. Tutong District Centre is expected to be opened in 1989.

In 1985 the number of children enrolled was 61. These comprised two categories of handicap, the mentally retarded and the hearing impaired. The curriculum in this centre was a modification of the one used in the Government primary schools.

The children are given both individual attention and are taught in groups. In addition to academic teaching, training is given in basic vocational and cultural activities such as domestic skills, gardening and religion. The basic aim is to promote their mental, physical and spiritual development as well as providing vocational skills. Because the functions of the centre are essentially educational, it is the responsibility of the Education Department. The Ministry of Education seconds teachers with qualifications in special education to help with running the programme in the centre. In addition the Welfare Youth and Sports Department sends instructors for courses at the Ministry of Social Services in Malaysia to learn techniques of teaching children who are partially deaf, physically disabled or blind. These courses are still running and each one last a year.

At the moment, Brunei does not have facilities for dealing with blind children, so the Welfare Youth and Sports Department sends these children to a Special School for the Blind in Malaysia called Saint Nicholas, Penang. However, in 1987, these children were transferred to the Queen Elizabeth School for the Blind in Johore Bahru. It is hoped they will be able to attend this school until they complete their secondary education.

In 1988, there were 12 Guidance Classes for Handicapped Children in Brunei and Muara District of which 6 operated a morning session and another 6 an afternoon session. There were 70 children attending this centre, an increase of 34.78% compared to the number in 1984.

Sign language is taught to all deaf children with the help of the F.M. Unit system. A few older children are engaged in Home Science courses where they are taught cooking, ironing and handicraft. As well as giving them formal training and teaching in the classroom, they are encouraged to take part in

extra-curricular activities to develop their creativity. These activities include sports, visits to places of interest, documentary films on nature, cultural activities, excursions and picnics. Many of these activities have already been successfully implemented. For example, since 1986 the children have participated in the Annual National Sports for the Disabled. They also undertake visits to places of interest during the normal school holidays.

It is envisaged that the handicapped children will attend these classes until they reach the age of 18, unless the Department of Education has, in the meantime been able to arrange programmes for them in the ordinary schools.

In addition, the Medical and Health Services Department staff visit the centre regularly to examine the children.

SERVICES FOR YOUNG ADULTS UNDER THE WELFARE YOUTH AND SPORTS DEPARTMENT

The United Nations resolution 3447 thirtieth session, 2433rd plenary meeting on 9 December 1975 gave a very general definition of a 'disabled person' as any person unable to ensure by himself or herself, wholly or partly, the necessities of a normal individual and or of social life as a result of a deficiency either congenital or not in his or her physical or mental capabilities.

A report issued by the Department of Medical and Health Services estimated that in Brunei Darussalam for the year 1983, 2135 out of the total population of 200,000 were thought to suffer from some sort of handicap. This was the number of cases up to the end of 1983 which had been reported to the Welfare Department. The handicaps included those who were mentally retarded in all degrees of retardation from severe to slow

learners.

Although there is no specific legal provision for disabled people in Brunei Darussalam, the Government does make every effort to provide appropriate services for them.

Vocational Training Centre for the Blind

Records of the Welfare Youth and Sports Department show that services for the blind in Brunei were extended in 1975. In that year, the government identified 4 blind persons aged between 24 and 34 years and registered them for a training session at the working centre for the blind in the Youth Centre in the town capital Bandar Seri Begawan in the temporary premises which then existed. The general aim of the training was to teach them a skill through which they could obtain future employment and independence. However, for the first batch, the department was only able to recruit the blind who lived in Brunei and Muara district.

Before this working centre for the blind was opened in Brunei, as many as 7 blind persons had been sent to various institutions in Malaysia and Singapore, to the Gurney Training Centre for Blind in Kuala Lumpur, Bengkel Lembah Kinta in Perak and Saint Nicholas School in Penang. Others were sent to Singapore to undergo similar training. They were taught how to make baskets, read braille and some underwent a course of training as telephone receptionists. All expenses were paid by the Government.

As a result of the experience of setting up a working centre for the blind in 1975, the Welfare Department in response to requests from the blind extended the centre to be a vocational institution providing full-time training.⁵ All registered blind in the state were invited to follow a training course in this

residential centre. All blind persons are eligible to be trainees. The trainees are normally referred by the Medical and Health Department. In addition there are those who are registered through the Heads of Villages (Ketua Kampong) and also those who voluntarily register themselves with the Welfare Department.

It will still be some years before the centre has its own permanent building. However in the meantime the Welfare Department has attempted to find satisfactory temporary accommodation. In June 1983, a block which belonged to the Juvenile Delinquent Complex was chosen to be used as a temporary base for training the blind since the building was not at that time occupied. In 1986, the government included 3.5 million (Brunei dollars) in the estimates for the construction of a Handicapped Centre under the five year development plan (1986-1990). The complex will include facilities for all the handicapped including the blind.⁶

In the vocational centre for the blind, those who are accepted are given a training allowance as shown below:

<u>GRADE</u>	<u>ASSESS DURATION</u>	<u>MONTHLY ALLOWANCE</u>
E (Probationary)	3 months	Nil
D (Beginner)	3 to 6 months	B\$40.00
C (Elementary)	8 to 12 months	B\$72.00
B (Intermediate)	8 to 12 months	B\$120.00
A (Advance)	8 to 12 months	B\$180.00
Special Grade	-	B\$240.00

They follow several basic training courses such as orientation and mobility. They are also trained in various skills such as cooking, cleaning, washing, basketry, carpentry, sewing and

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Special Grade	-	B\$240.00

They follow several basic training courses such as orientation and mobility. They are also trained in various skills such as cooking, cleaning, washing, basketry, carpentry, sewing and

many others which are essential if they are to be able to live independent lives. In addition to the above training they are taught how to read the Malay and English languages in braille, and Mathematics and other subjects. The trainees are also taught Islamic Religious Knowledge including reading the Holy Quran. But non-Muslims can follow their own faiths if they wish.

The training is divided into 3 main sections. The first is basic training, which consists of orientation and mobility. The second section, which is called 'skill in daily living' includes how to wash clothes, how to patch clothes and cooking. Finally, training is also provided for those who are interested in technical work and for this they are sent to a local technical school.⁷

As with students in any other institution, the trainees who complete the course at the vocational centre are eligible to proceed to further studies abroad. The Welfare Department will assist them in obtaining places and all expenses will be fully met by the Government.

Opportunities after Completion of Training

Initially, the trainees complete a 3 to 3½ year full time residential course. However, after 1986, the department no longer provided residential accommodation. At present the trainees attend the centre during the day during normal government working hours ie. 7.45am to 4.30pm from Monday to Thursday and Saturday. Most of them are collected by the Department's transport and some are brought by their relatives.

After they have completed the course in the centre, they can decide whether to take an appointment or to be self-employed. Those who wish to work for the Government or private agencies are helped by the Welfare Department in making the

arrangements. For example, from the first batch of trainees, 5 have been employed by the public Works Department in the Furniture Section. Two of them went on to small scale business activities, with the assistance of a financial loan provided by the Economic Planning Board. Another one became a homemaker making baskets which were supplied to Government Departments through the Welfare Department. Three more were employed by the Welfare Department, two as Assistant Instructors and one as a mechanic. Two became telephone receptionists at the Suri Seri Begawan Hospital Kuala Belait and with Brunei Shell Marketing Company. Social Workers visit them from time to time in order to check on their progress and their general welfare. However, there is no statutory policy as yet to make sure, there are places for trained disabled people to be employed in government services, or in the private sector.

There is a small number of mildly physically handicapped young people (above 16 years old) attending classes in secondary and sixth form education with normal pupils. Perhaps with adaptation to schools more physically handicapped pupils may be able to further their studies in higher education locally or abroad. Because of this problem, many bright physically handicapped young people are not at present able to proceed to higher education. For this reason, they have no other alternative but join the vocational training centre.

SERVICES FOR ADULTS

There are agencies which provide services for adults such as the Department of Medical and Health Services, Department of Welfare Youth and Sports and the State Pensions Department.

The Department of Medical and Health Services is responsible for providing them with medical rehabilitation. It provides various kinds of health services both to prevent the

development of disabilities and to rehabilitate those who are the victims of diseases or accidents.

Health services for expectant mothers have been a priority with this department which has established pre-natal clinics to ensure proper care and to avoid accidents in the early stages of pregnancy. Counselling services are also provided for expectant mothers, particularly in the matter of appropriate diet. Newly born children are given special attention to make sure they do not contract diseases which can cause handicaps in later life. Close attention is given to the children's development in order to trace handicaps in the early stages when disabilities can sometimes be cured and often prevented from deteriorating.

Through the school health service there are periodical medical examinations of all school children. Those who are found to have diseases are referred to a doctor for further examination and treatment. This division co-operates closely with the Department of Education and the Welfare, Youth and Sports Department which is concerned with those children of school age who have vision impairment, hearing defects and mental retardation both those who attend normal school and those who are at Guidance classes.

The Medical and Health services Department also operate the following special units:

Physiotherapy Unit

This unit is run by trained professionals with assistants. The Unit gives treatment for children and adults. Normally those suffering from muscular defects, delayed 'milestone' development or who are paraplegic receive this treatment. The aim is to help them to develop their muscles to be able to move as freely as possible and to achieve their maximum potential.

The unit helps adults who are paraplegic or cripples, to be as active and independent as possible.

Occupational Therapy Unit

This unit is run by Occupational Therapists with assistants. They are responsible for guiding and training the patients in treatment programmes of vocational training in skills such as carpentry, domestic science, knitting and gardening. The patients who are given training in this unit are those who are assessed as not suitable to work outside. Some of them have specifically requested further training. A problem is that, this unit has very limited accommodation on its residential courses. Consequently patients who have completed the course are discharged as soon as possible in order to make room for others. Often those who are discharged fail to make any further progress but could have been benefitted by a longer stay in the hospital.

It is generally found that handicapped people tend to suffer from emotional depression, isolation or lack of self-confidence and this kind of phenomena is a major problem in arranging suitable rehabilitation programmes for them. To help them, it is hoped to provide counselling services for both the handicapped people and their relatives. The aim is to encourage their relatives to accept responsibility for the handicapped when they have completed their period in hospital. It is planned that, in the future, this unit will have programmes especially designed to integrate the severely handicapped into the community. This can only be done with the cooperation of their relatives. The handicapped people who have been given vocational training will normally be expected to be able to support themselves. However, those who need further training or have very limited movement such as wheelchair users will be given the opportunity to work in sheltered workshops. It is very difficult for handicapped people in this category to work in normal employment where there are not proper facilities for

them and there are no means of transport for them to move to and from the places where they work. It is important that those disabled who can work and support themselves should also be given moral support and public recognition. The achievement of employment for the disabled is not only acquiring economic independence, but is also a therapy which contributes to the success of their rehabilitation programme. It is planned that more sheltered workshops will be opened by the Government, voluntary organisations, private sectors, clubs and individuals.

Speech Therapy Unit

This unit is run by the Speech Therapists. All cases are referred by the Paediatric, ENT and Surgical Clinics. The patients who are referred are those children with speech problem, speech impediments, speech defects, deaf children and adults who have become disabled through accidents or because of heart disease. There is a class for deaf children in the playgroup hospital every Monday to Thursday and Saturday. The children are between 3 and 5 years old.

Artificial Aids Unit

This unit at RIPAS Hospital at the moment is operating mainly for children. The unit is run by a trained specialist in fitting artificial aids and an assistant. However, the aids themselves have to be ordered in Singapore and this can involve considerable delays. The number of both road and industrial accidents in Brunei which have caused disabilities have increased in recent years. Since many of these accidents involve loss of limbs, the resources of this unit are inadequate to meet the demand and it is essential that its facilities should be substantially increased.

It is highly desirable that this unit should be equipped with the facilities to manufacture its own materials. This would probably be cheaper in the long run and certainly much more

convenient for the patients. In addition the unit could then be used as a centre to repair all materials used by the Disabled such as wheelchairs, limbs, calipers and crutches.

COMMUNITY BASED REHABILITATION

This service is run by the Welfare Department. The major aim is to enable handicapped people to be helped within their family environment with the resources and abilities that they have. The concept is that handicapped people should not be separated from their families as a result of measures to provide rehabilitation services for them.

The community based rehabilitation project is an attempt to implement this principle. The emphasis is on the active involvement of the parents, relatives and the local community in the rehabilitation of handicapped people especially in the villages with the use of local resources. The approach is based on the notion that the majority of handicapped people do not necessarily need treatment and rehabilitation in an institution.

In addition to the major aim, the project has also the following objectives:

- (i) to promote awareness among the public of the handicapped people;
- (ii) to provide resources in the community in terms of manpower and other elements to stimulate popular participation in this project;
- (iii) to introduce rehabilitation methods with available and appropriate aids which are relevant to local needs;
- (iv) to involve the local community in the operation of the services already provided;

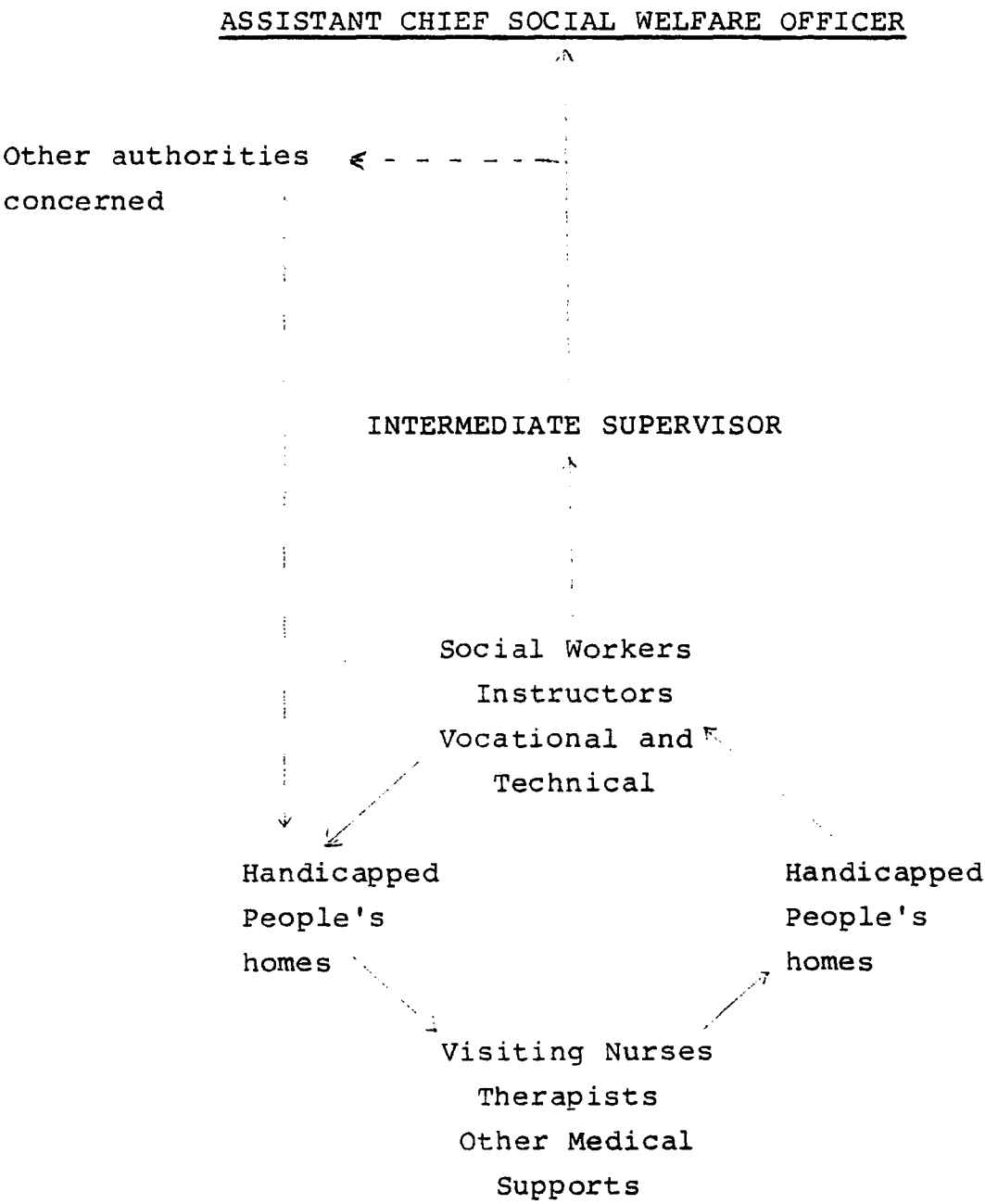
- (v) to publicise the rehabilitation services and to extend them without adding to the cost.

This kind of project has been implemented in many developed countries and the World Health Organisation (WHO) has introduced the project to developing countries including Botswana, Mexico, Nigeria, India, Indonesia, Philippine, Sri Lanka, Burma, St Lucia, Jamaica and others. Research on the effectiveness of such projects showed them to be a highly efficient means of rehabilitation. In addition the approach was also found to be technically suitable and to be accepted by the local community.

This project is a feasible method of rehabilitation because it is not expensive and can be easily implemented. The Malaysian Ministry of Social Welfare Services started a trial project in Batu Rakit Trengganu in 1983. There were 9 areas chosen. The World Health Organisation (WHO) assisted the project by sending an expert. The preliminary evaluation has shown that the project was fully supported by the parents and the local community and has so far achieved satisfactory results. So with the example of Malaysia, Brunei started a similar project in mid 1987 in the Brunei/Muara district only. But because of the shortage of staff, it only operates on one day a week. It is in the intention of the Welfare Department to extend this kind of service to all districts and to provide activities every day as soon as there are sufficient staff (see Table 6.2).⁸

Table 6.2

COMMUNITY BASED REHABILITATION CHART
IN BRUNEI/MUARA DISTRICT



Parents Acceptance

It is very important that handicapped children should be accepted by their parents. Sometimes such a handicapped child may create a situation where the husband and wife blame each other which can result in broken families. At times of stress, the parents need to be reassured that there is hope that their handicapped child can become as independent as normal children. With their co-operation the CBR's activities will be of very considerable benefit to the child. For instance, the child can be trained to look after himself ie. his own meals, bathing, dressing and washing with minimal assistance from the parents or with little supervision which greatly eases the burden on the family. It is a serious mistake for the parents to overprotect their children by segregating them or not allowing them to go outside and letting them do whatever they like at home. This kind of treatment is detrimental and does not provide the basis for success in the future.

The parents should be encouraged to accept their handicapped children as individuals who need to be trained to help them develop their emotional and physical capacities. Normally, parents who have come to terms with handicap approach the authorities concerned to obtain services and counselling. This does not mean that the parents concentrate only on their handicapped children, but, they do give them the same love and attention as their other children. In this way, the family can remain united. Sensible parents consult professionals such as doctors, special education teachers, welfare officers and other relevant authorities.

It is also important for parents of handicapped children to meet at weekends to have discussions among themselves and exchange ideas on how to look after their children at home. In most developed countries such as Denmark, Switzerland, Holland, Italy and others, parents with handicapped children do this and

many of them voluntarily give advice to those parents who have just joined the group.

Project Structure

The implementation of this project has stages. The first stage is to identify all the handicapped people in the chosen area. The Welfare Officers will visit the district to identify all the handicapped people, including the blind, physically handicapped, hearing impaired and mentally retarded. In the process, the family details will be obtained from the parents so that the most appropriate treatment and training can be provided.

The second stage is to refer the handicapped people who need medical treatment to the Ministry of Health for intensive care or treatment.

The third stage is to implement the appropriate treatment, care, training and rehabilitation programmes for those who are eligible using the available community resources and the facilities in the clinics and Guidance and Training Centres. The parents will also be directly involved in the programme and will be provided with a book giving them instructions and guidance. Those who need treatment and training in a more intensive way or need an expert, will be referred to the appropriate authority.

As the main objective is to involve the local community, the voluntary organisations such as youth leaders, especially women, are welcome and they will be trained in the methods and techniques of running this project. The intention is that they will co-operate with parents in assisting the handicapped people in the community.

This approach does not mean that the treatment and rehabilitation institutions will no longer be used but in addition, special institutions will be established to cater for particular groups of handicapped people.

Financial and Manpower Needs

This project will not involve a great deal of new building and equipment and therefore, will not be expensive to implement. However, it does need sufficient trained staff to promote activities in the various teams. Each team will be led by an officer who will be assisted by Social Workers. It is hoped that, the Welfare Department will be able to recruit more staff in addition to the assistance they will receive from the Medical and Health Services Department of the Ministry of Health.

Advantages and Project's Justification

There are more than 2,000 handicapped people who are registered with the Medical and Health Services Department and referred to the Welfare Department. The evidence is that the majority of them do not need institutional treatment and rehabilitation. Therefore, a rehabilitation project for them could be effectively and easily arranged using the ^{ve}sources available in their home areas.

At present some handicapped children are attending Guidance Classes in Kampong Pulaie under the Welfare Youth and Sports Department or normal classes in ordinary schools run by the Education Department and playgroups in hospitals under the Medical and Health Services Department. However a still larger number would be able to benefit from such services if more

facilities were available. It is essential for the Welfare Department to organise community-based rehabilitation programmes in order to extend such services to all handicapped people in all districts in the country.

Some examples of modules of CBR are given in appendix 6.1(a), (b), (c).

FINANCIAL ASSISTANCE TO THE DISABLED UNDER THE STATE PENSIONS DEPARTMENT

The Brunei Pension law of 1954 states that the elderly, blind, lepers, mentally and physically handicapped are eligible and have the right to receive a subsistence allowance according to a scale and on conditions which are periodically revised. The administration of this Department is under the Controller of State Pension who at the moment is the Director of the Welfare Youth and Sports Department and is assisted by the Deputy Controller of State Pension who is empowered to approve payments.

The old age pension is paid monthly and the qualifying age is sixty for both men and women. For the blind, those with leprosy and the handicapped, the qualifying age is 15 and they are required to produce a medical certificate. In addition, they must be either Brunei citizens or permanently resident in the state.

Pension Scheme

The Pension Scheme is part of the general social welfare policy which is designed to ensure that the basic needs of all the people of the country are met and that no one suffers from poverty. Under the Department, the authority is responsible for

approving the applicants according to the conditions set out in the Pension law. As far as the handicapped are concerned, they have a certain amount of discretion as the law does not make it clear whether all handicapped people are entitled to benefit or only those who are both handicapped and unemployed.

But, in the context of the efforts being made by other rehabilitation services programmes for the handicapped, the authority has interpreted the law as providing encouragement to the handicapped to secure work and independence and therefore pensions are granted to them as an incentive even though they are employed. However, at present, the department does set a maximum income as a guideline for the working handicapped. The allowance is seen as an encouragement to them to work as much as they are able. The maximum income is revised from time to time to keep it in line with the cost of living in the country.

Below are the pension payments which are in force at present:

CATEGORIES	AMOUNT MONTHLY
Aged person	B\$100.00
(i) Parent	B\$100.00
(ii) Dependent aged under 18 years	B\$100.00
(iii) Dependent aged over 18 years	B\$ 50.00
Maximum payment for a family	B\$500.00

A handicapped person receives B\$100.00. There is no allowance for their dependents.

The following tables show the numbers receiving pensions by category according to the districts in the country;

DISTRICT: BRUNEI/MUARA

	Year				
Categories	1984	1985	1986	1987	1988
Blind	58	58	58	57	59
Mental illness	21	35	50	61	74
Leprosy	-	-	-	-	-
Handicapped	22	38	39	40	45
Total	101	131	147	158	178

DISTRICT: TUTONG

	Year				
Categories	1984	1985	1986	1987	1988
Blind	18	20	20	20	16
Mental illness	3	5	6	5	7
Leprosy	-	-	-	-	-
Handicapped	13	13	15	15	15
Total	34	38	41	40	38

DISTRICT: BELAIT

	Year				
Categories	1984	1985	1986	1987	1988
Blind	14	15	16	14	14
Mental illness	6	6	12	17	19
Leprosy	2	2	1	1	1
Handicapped	12	12	11	13	15
Total	34	35	40	45	49

DISTRICT: TEMBURONG

Categories	Year				
	1984	1985	1986	1987	1988
Blind	5	4	5	5	5
Mental illness	-	-	-	-	2
Leprosy	-	-	-	-	-
Handicapped	4	3	4	5	5
Total	9	7	9	10	12

Source: The Department of State Pensions Brunei Darussalam

From these figures it is clear the Brunei and Muara District had the highest numbers in receipt of allowances from the department during the first 5 years, from 1984-1988. This was followed by Belait, Tutong and Temburong. However, those suffering from leprosy were found only in Belait District. Those who develop this disease, live in very remote areas where hospitals or clinics are far from their homes and medical services are available only once a month via a flying doctor.

The end of each year and the early part of the following year is the busy season for this department when it considers many applications for pensions particularly old age pensions. This is due to the fact that many applicants do not know their exact date of birth. As a result, they are held to be sixty years old at the end of the calendar year. To ensure an expeditious processing of each application, the office has prepared a special application form for each type of pension. Normally the applicant will be interviewed either in the office or at his/her residence in order to obtain the essential information. They are required to produce the relevant documents such as identity card, passports, residence permits and entry permits.

In this process the Penghulu and Ketua Kampongs (Heads of

Villages) are responsible for checking the accuracy of the particulars given by each applicant. If the applicants are found to have made false statements, they are liable to legal penalties.⁹

Normally, the period of processing each application depends on how adequate is the information obtained from each applicant. It may take a longer time to process a particular application when there is a need for various departments to undertake enquiries. As soon as a final decision is made all applicants are notified whether they have been successful or not. Those applicants who are not successful are informed of the reasons.

Payment of Pensions

The Head Office undertakes full responsibility ^{for} ~~the~~ payment of pensions throughout the state, before they are distributed to the branch office in each district. The payment of pensions is made to all recipients at the end of every month. Again the Penghulus or Ketua Kampongs are responsible for distributing the payment. However, in any area where there are no heads of villages, pensioners are allowed to collect their payments at the Head Office or if he/she cannot do that, payment is sent by the Pension Officers direct to his/her residence.

One interesting factor in the payment of pensions is that the changes in the amount of the pension are linked to the salary scales for government officers. Since its establishment, there have been six increases in the amount of pensions. The amounts have been increased in line with the rise in the cost of living.

Even though the amount of pension received by an individual is not large in comparison with the present day high standard of living enjoyed by the majority of the Brunei community, it is a significant additional income which makes a real difference to the security and welfare of the majority of the pensioners. The

guaranteed payment of the pensions is an assurance to all old and disabled persons that they are not neglected by the Government of Negara Brunei Darussalam. Individual hardship and the problems of the old and disabled are always brought to the attention of the Government through this department.

In 1982, the government spent a total of B\$3,886,000.00 on 6,369 Old Age Pensioners. The cost of the Blind and their dependants was B\$96,967.50. The mentally ill received B\$21,755.00 on 41 persons together with their dependants. 46 Disabled persons received B\$26,900.00. Those suffering from Malaria with their dependants received B\$4,980.00. Altogether the government spent a total B\$4,036,602.50.

A survey made in 1982 showed the following distribution of recipients according to racial groupings.

RACIAL GROUPING OF RECIPIENTS OF PENSIONS
AND HANDICAPPED ALLOWANCE 1982

Racial Group	Old Age	Blind&Dep		Lepers&Dep		Men.Ill&Dep		Disabled	Total
Malay	4,415	87	38	-	-	20	10	38	4550/58
Chinese	1,375	8	8	4	1	4	3	7	1394/16
Dusun	359	9	10	6	1	2	2	1	372/18
Iban	121	7	6	-	-	-	-	-	128/6
Murut	31	-	-	-	-	-	-	-	31/-
Javanese	36	-	-	-	-	-	-	-	36/-
Indian	16	-	-	-	-	-	-	-	16/-
Punan	4	-	-	-	-	-	-	-	4/-
Melanau	2	-	-	-	-	-	-	-	2/-
Pakistani	1	-	-	-	-	-	-	-	1/-
Arabian	1	-	-	-	-	-	-	-	1/-
Eurasian	1	-	-	-	-	-	-	-	1/-
Kadazan	1	-	-	-	-	-	-	-	1/-
Total	6,369	111	62	10	2	26	15	46	6543/98

Those entitled to a pension continue to receive it for life or, in the case of the disabled, until they have recovered from their disability.

Those handicapped persons who do not fall into any of the categories recognised by the Pension Department but who are in financial difficulties may have their cases referred to the Welfare Section of the Welfare Youth and Sports Department to be considered for assistance. Normally under this scheme, the head of the family receives B\$100.00 monthly. The wife receives B\$50.00 and the dependants receive B\$40.00 each up to a maximum of 4 children. The maximum payment for a family is B\$310.00.

Other Financial Support

The Committee of the Fund for the Disabled is responsible for collecting money donated by the public to help the disabled. Under this fund, disabled people can obtain interest free loans up to B\$10,000 to run a business, or to build or repair their houses. They can apply to the fund for the cost of their aids such as wheelchairs or artificial limbs.

Labour Workers Law 1957 (Amended 1977)

The Labour Department is responsible for administering this law which is designed to provide social security for the labourers who receive low wages (less than B\$750.00 monthly - approx. £215) and have suffered accidents while working. Under this law, the employer is obliged to report any accidents to the department if the worker is permanently disabled or suffers injuries which involve more than three days off work. Those who become permanently disabled can be awarded a maximum of B\$36,000 (approx. £10,286) as compensation for their injury. If the victim of the accident becomes handicapped to such an

extent that he/she needs someone to assist him/her in his/her routine life such as bathing, meals, etc, the compensation will be increased by 25% to a total of B\$45,000 (approx. £12,858). If the accident is fatal, the compensation is B\$28,000 (approx. £8,000). For those who need medical treatment as a result of an accident appropriate compensation is also paid.

REFERENCES

1. Department of Education Annual Report 1978.
2. Statistical Unit EPU, Ministry of Finance 1985/1986 p.37.
3. The list issued by the Medical and Health Services Department in 1983, 1984, 1985, 1986 via the School Visiting Nurse Unit.
4. Table 6.1.
5. Welfare Youth and Sports Department Magazine 1983 p.24.
6. Brunei Darussalam Five Year National Development Plan Book 1986/1990 p.215.
7. Trainees have attended fulltime courses at Sultan Sariful Rizal College of Technical Brunei since 1980.
8. Table 6.2.
9. In accordance with Rule No.10 1954, 'sentence due to perjury' Chapter 17 and 'Reimbursement of Pensions and other payments by mistake'. The rules/law are clearly stated on the application form and will be further explained by pension officers before the applicants sign the form especially Old Age Pensioners.

CHAPTER 7

PROPOSALS FOR IMPROVEMENT OF THE EXISTING SERVICES
AT THE HANDICAPPED CENTRE
UNDER THE WELFARE YOUTH AND SPORTS DEPARTMENT

INTRODUCTION

This chapter will describe the services for the disabled currently provided in Brunei Darussalam. These are considered broadly according to the age groups of the recipients, first provision for children of pre-school and school age, secondly provision for young adults over the age of 16 and finally provision for the adult population. In relation to each group the existing provision is described and suggestions are made of ways in which it can be modified or extended to make it both more effective and more comprehensive. The following chapter is concerned with recommendations for new measures which it is considered would be beneficial. It is argued that the handicapped in Brunei have a right to a welfare service comparable to that which obtains in the developed countries. This cannot be achieved simply by amending the existing provision. A new concept of welfare which is embodied in legislation is needed and its implementation will involve both additional services and a nationalisation of the relationship and responsibilities for the existing agencies.

Although activities such as vocational training, guidance classes and community-based rehabilitation are provided, they are still unsatisfactory. The department needs to have a centre purpose built to offer rehabilitation services for the disabled people in Brunei Darussalam. To achieve these proposals, the relevant departments such as Medical and Health Services, Education and Labour will need to secure support from the public and voluntary bodies.

By referring the statistics which have been used by the Department of Medical and Health Services Brunei since 1983, the officially recognised categories of handicap are mental retardation, vision problems, physical handicaps, hearing impairment, heart disease and high blood pressure. The Department of Medical and Health Services is not required by

law to maintain a register of the disabled. It is a service which the officers provide on a voluntary basis. Casualties in road accidents are not included in the numbers issued by the Department of Medical and Health Services. It is suggested that the Welfare Youth and Sports Department should extend the scope of registration to include all handicapped people in the country with support from the Education, and Medical and Health Services Department.

To improve the rehabilitation services given in the country, new programmes and planning should be considered. There should be a clear procedure for registering handicapped people in the country so that the exact number can be known. Until the number is known, planning is difficult and it is impossible to decide exactly what rehabilitation schemes are needed.

Services to the handicapped people in the country are a recent development deriving from the scheme initiated by the Welfare Youth and Sports Department in 1967, when 7 blind people were sent to Malaysia and Singapore to be trained in skills such as reading and typing in braille, operating the telephone, basketry and other crafts. When they completed their courses some were employed by various government agencies and some became homeworkers in basketry. In 1975, a class for the blind was opened by the Welfare Youth and Sports Department. It is known as the Vocational Centre for the Blind, and in 1980, its terms of reference were extended to cover 'Special Education' and as a result a new unit was created. This unit is called 'Guidance Classes for the Handicapped Children'. It accepts handicapped children who are not able to go to normal school under the Department of Education such as the physically handicapped, mentally retarded and the hearing impaired.

The Department of Education started remedial classes in various centres in 1978. These are designed to give extra tuition to those pupils who were found to have learning difficulties. By

1984, there were 59 centres for 545 pupils. The pupils who attended these classes were considered as mild or not severely handicapped. ~~However, the number of centres for remedial classes were considered as mild or not severely handicapped.~~ However, the number of centres for remedial has declined because there was a shortage of teachers. Many of the teachers originally responsible for these classes have either gone on to further study or have received promotion to other appointments.

The Department of Medical and Health Services started a playgroup unit in 1982. This unit provides preparatory training for handicapped children under the age of 5. There are 5 such units altogether at present in the state. Although there are various services for the disabled in the country, only a small number of the handicapped are able to take advantage of them. This is mainly because there are insufficient facilities to cover the whole range of handicaps.

Apart from making a survey and instituting proper registration procedures for all the handicapped in the country, there are many more programmes that should be implemented to allow all the handicapped to receive proper services and to provide education, social and vocational training and to enable them to qualify for employment in various occupations. Disabled people should be considered as a valuable asset and they have the potential to be productive members of the community if they are given appropriate opportunities for rehabilitation and training.

PROPOSALS

The present rehabilitation services provided by the Welfare Department could be improved in order to achieve better services for the disabled.

Extension of the Present Handicapped Centre Building

The major way in which the centre needs to extend its services is to add more facilities for vocational training and sheltered workshops especially for those who have completed the Guidance Classes between the ages of 6 and 18. The facilities in the centre should be extended to provide for all the handicapped people who live near Bandar Seri Begawan Town and are eligible for vocational training. The aim would be to qualify them for employment and the centre could be at least partly financed from the profits from the sheltered workshops.

It is proposed in the Government Five-year Plan (1986-1990) that the handicapped centre will be extended. A budget of B\$2.5 million is provided for this project which is expected to start construction in 1989. The existing building is used for Guidance Classes for handicapped children who are not able to enrol in the normal school because of their disabilities as well as because of the ~~lack~~ of facilities for them in the ordinary schools. At present, the centre can only accommodate about 70 children. These children receive a 'Special Education' according to a modified curriculum issued by the Ministry of Education.

The original intention was that those children who were found to be of sufficient ability would be recommended to join the normal class in the ordinary school. But, in practice this seldom happened. Since the class started in 1980, there has been only one case of a deaf child being transferred to the normal school. After two years in the special class for the deaf at the centre, his ability was recognised and he was provided with a hearing aid. The management of this centre tends to channel the pupils to the Vocational Centre for handicapped people when they are over 18 years old. At the Vocational Centre it is the responsibility of the Welfare Youth

and Sports Department to organise programmes for them.

The courses for the handicapped children in the vocational centre are offered in a wide variety of skills. In 1988, there were 15 children from the Guidance Classes undergoing training in basketry, tailoring and making hats. Some of the courses were still experimental but the evidence was that the handicapped were able to produce good quality products.

The Guidance classes for handicapped children accept children with various disabilities such as the physically and the mentally handicapped, the hearing impaired and those with vision problems. They are encouraged to co-operate as much as possible with one another. The object is to promote their development as mature human beings and help them gain confidence in social relationships. The handicapped people have a sense of achievement, particularly if they are able to help others who are more severely handicapped than they are. Deaf people for example, are only too pleased if they can assist in pushing the wheelchairs of their companions at the centre.

The mentally handicapped people often learn how to assist those who are blind, and those who are physically handicapped. Although all are encouraged to participate in social gatherings, sometimes, there is a group who cannot share in all activities. For example, it is not possible to arrange common programmes for the blind and the deaf. Those who are severely mentally retarded also need a separate programme.

The Vocational Centre

At present the vocational training centre conducts the following courses:

- (1) Basic learning (3R's). The centre accepts handicapped

people of both sexes who are over 18. The temporary premises can only accommodate 40 persons at a maximum. The people who are accepted as trainees in the vocational centre are:

- (i) Handicapped Young People in the Guidance Classes who are over 18.
- (ii) Blind people referred to this centre.
- (iii) Disabled referred by the hospitals.
- (iv) Disabled referred by the heads of villages.
- (v) Disabled who voluntarily enrol for the training.
- (vi) Disabled referred by the Labour Department.

The duration of the courses in the centre is between 2 and 3½ years fulltime. Classes run from 7.45am to 12.15pm and 1.30pm to 4.30pm every day except on Friday, Sunday and Public Holidays.

Basic teaching is provided so that all individuals can write, read and count. They are given individual attention, and work according to their capacities. This is essential, especially for those who have never attended school and are totally illiterate.

- (2) Guidance and Counselling. The Guidance and Counselling Service is designed to help the trainees to overcome their social, emotional and other personal problems so that the training and rehabilitation programme which has been arranged for them is not interrupted. It is quite normal for handicapped people to fail to complete the course because of personal or emotional problems. Therefore, guidance with individual counselling techniques or group counselling is important for them. The Guidance Service helps the trainees to develop a positive attitude towards employment.

- (3) Medical Rehabilitation. All trainees need medical rehabilitation from time to time especially those who are physically handicapped or hearing impaired who need physiotherapy or occupational therapy or speech therapy. Medical facilities of this sort are available at the hospital. There is a need for a clear relationship between the centre and the hospital.
- (4) Vocational Training. The main objective of the centre is to give the handicapped the sort of skills which will fit them for employment. The quality of the training in this centre is important since they are going to work with normal people. The training given in the centre has acquired a high reputation and the trainees are much in demand from both private firms and government agencies. The centre provides training in carpentry, tailoring, welding, office work, handicraft and agricultural/poultry.

Those who are physically handicapped or who are partially deaf are encouraged to take carpentry, tailoring, welding and office work. Those who are blind, are likely to be trained in handicrafts and agricultural poultry. The mentally handicapped are encouraged to do carpentry, tailoring, agricultural/poultry and other activities such as envelope making and wrapping parcels.

- (5) Sheltered Workshops. For those trainees, whose disabilities make it impossible for them to work outside their homes, there can be difficulty in finding jobs. For others, the problem may be transportation. Distance to work is crucial for those who have limited movement and are confined to wheelchairs. It is suggested that the government should build a sheltered workshop for these handicapped people so that they do not have to compete with normal people. This kind of workshop could also provide further work experience for them after their

training. They could then develop both skill and confidence in order to help them in working with ordinary people. The workshop could be a place where products made by handicapped people can be displayed. Those who have the requisite skill could be encouraged to produce items such as school uniforms, school furniture, basketry, making envelopes and handling 'sub-contract' jobs such as washing dishes.

Such a project would be additional to the present services and this means more staff would be needed. They would work under the supervision of the Supervisor of the vocational centre and be assisted by other subordinate staff. A Social Welfare Officer, teachers, instructors, a ~~client~~^{clerk}, an attendant, an office boy, a driver and a guard would be needed to implement this project.

The buildings of such workshops need to have enough space because handicapped people normally need more space compared with normal people. The blind and those who are confined to wheelchairs cannot operate effectively in restricted spaces. It is suggested that the building be situated on flat land and be a single story building. If the building is more than one story then ramps and lifts will need to be provided. The doors should be rather larger than ordinary doors and there should be special toilets (see Appendix 7.1).

Justification and Anticipated Benefit

The handicapped children in the guidance classes when they attain the age of 18, need to be exposed to various forms of vocational training and familiarise themselves with a wider environment to enable them to play a role in the community after they have completed the training. Those who are weak

academically, should be given training based on their interests and capacities.

This kind of training is ^{an} aspect of overall rehabilitation. It will be not only a continuation of the academic teaching they received in the Guidance Classes but will be specifically designed to prepare them for vocational work. This kind of facility is not, at present, available in Brunei. With a well-organised vocational training programme, this centre could produce handicapped workers who could compete with non-handicapped workers in the open market.

Sheltered workshops for the disabled are one aspect of rehabilitation for handicapped people who cannot work and compete with normal workers because of their conditions. So in this workshop, they will be given appropriate tasks based upon their skills and they will be paid for the work they have done.

Comprehensive Rehabilitation Centre for Disabled People

This kind of rehabilitation service is intended to provide comprehensive training and rehabilitation to the four major groups of handicapped people in Brunei. This project is seen initially as an addition to the services some handicapped people are already receiving at the handicapped centre at Kampong Pulaie which is under the supervision of the Welfare, Youth and Sports Department on a daycare centre basis.

Under the development plan, the Government has undertaken to build a comprehensive handicapped centre which will provide all types of services such as medical, special education, social training, vocational and employment attachment. At the youngest level, the centre will accept those severely handicapped children who cannot enrol in the normal school programme and who will receive special education temporarily in this centre.

Those who need further attention and medical rehabilitation such as physiotherapy, speech therapy or occupational therapy will also receive their treatment here. Handicapped young people who have practical rather than academic ability will be provided with vocational guidance and help in finding suitable employment.

The general aim of rehabilitation in the centre will be to enable them to become independent and productive citizens.

At present, the Welfare Division of the Welfare Youth and Sports Department is the only agency in Brunei providing a fulltime service to the disabled. At the end of 1988 the Guidance Classes only operated in Brunei/Muara and Belait districts. However, the department expects to have Guidance Classes set up in all districts by 1990. Brunei/Muara district centre had about 70 children attending the classes in 1988 and about 30 children attended the classes in Belati district. It is suggested that, there should be more accommodation for them to increase the capacity of the centre to 200 (including Guidance Classes, Vocational Training and Sheltered Workshop).

Most of the children and trainees enrolled in the programmes in the centre are those who live within the area of the town. In 1987, the number of the handicapped people registered in Brunei was more than 2,000. It is obvious that there are many handicapped people who are not able to enrol in the programmes in this centre because they live far from the town and there is no residential accommodation for them. The Welfare Department provides rehabilitation provision for the disabled on a daycare basis only. Therefore, there should be a residential centre or each district should have its own centre in order to enable all the handicapped people in the country to enrol in the rehabilitation programmes. Such a residential rehabilitation centre on a daycare basis in each district, should involve medical rehabilitation teams which include physiotherapy,

occupational therapy and speech therapy which would be led by a medical officer assisted by a physiotherapist, an occupational therapist, a speech therapist and nurses. They would be responsible for providing treatment programmes which at least might prevent the deterioration in the condition of each individual through various training and recreation courses, massage and if necessary through providing aids such as artificial limbs, crutches and wheelchairs. The physiotherapy staff would also provide treatment services to those who had undergone operations or other treatment in hospital. The patient might need artificial aids in order to help him/her to regain mobility. Handicapped young people and adults would also be provided with treatment at the centre.

Occupational therapy is essential in order to evaluate each individual's skill and interest in employment. Those referred to the centre should be taught handicrafts to determine their capability and skill before they are assigned to a vocational training programme.

The speech therapy department would be responsible for the children who are attending the special education classes, that is, children with hearing impairment, speech and language defects as well as mentally retarded children. Special Education is one of the major activities in the centre catering for those children who are found unsuitable to enrol in the normal schools which are under the Education Department. The unit is intended to guide them in their academic studies until the end of lower secondary education and it is hoped that those who have achieved average performance in their work, will continue their education under the special education programmes of the Education Department. This unit should have teachers qualified in special education. The children who are accepted in this unit would be between the ages of 6 and 18. They would include the blind, hearing impaired, physically handicapped, mentally retarded and those with multiple handicaps.

Basically, the content of the curriculum for the blind, hearing impaired and physically handicapped needs to be similar to the curriculum of normal children. However, the presentation and teaching techniques need to be modified in order to meet their special requirements. Each mentally retarded child needs an individual programme through which he or she can progress at his or her own pace.

In designing a teaching technique for the partially blind and hearing impaired, it will be necessary to make a detailed assessment of each individual's degree of disability.

In the curriculum for blind children, the teaching cannot involve visual aids, however, braille is a most useful method for them. With the help of braille all subjects can be taught supplemented by other aids such as tape recorders. For partially sighted, an effort should be made to make use of all of their vision. Therefore, the studyroom should be very well lit and they should be assisted with visual aids and magnifying glasses. Modern teaching aids such as closed circuit television, talking calculators, thermoform machines, braille writing and shorthand machines are all helpful. The blind children who are also mentally retarded need to have a separate curriculum which ~~is~~ takes into account their limited vision and mental disability.

The programme of children with hearing problems should be adjusted to their individual hearing. Hearing is normally the main means of communication so when it is seriously impaired the teacher will have to make use of alternative methods such as lipreading, signlanguage, pictures and objects. Teaching deaf children is a major responsibility because to achieve success a close relationship is needed between the pupils and the teachers. Such a close relationship would help the teachers to identify each individuals problems and facilitate

communication on both sides.

With the physically handicapped children, the emphasis should be on improving their physical condition and coordination in order to help them to participate in routine activities.

For mentally handicapped children, the curriculum should be based on each individual's needs including all aspects of self-training, social, academic and vocational skills. This should be organised in order to help the teacher to make continuous assessment of each. This assessment is important for learning development of each child. Below is an example of a basic curriculum planned on a developmental programme.

BASIC STAGE

Self skills

Teaching them to use their hands during meals

Teaching them to put on their clothes

Train them how to go to the toilet at a specific time

Self safety

To recognise dangerous items eg. knife, electricity ...etc.

Crossing the road

Language

Pronounce words

Academic capability

Recognise colours, shapes, sizes

Vocational

Learning to complete work in a given time

NEXT STAGE - TARGET

Using spoon, fork and having a meal in an orderly manner

Choosing a suitable school uniform and how to walk to school

Cleaning after toilet

To recognise labels, notices, traffic lights etc.

Using telephone during emergency

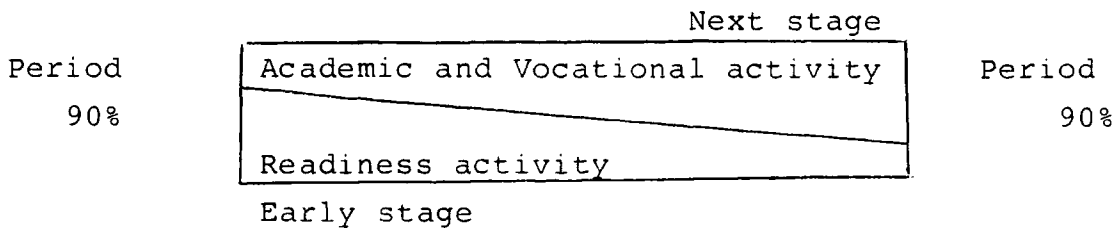
Making sentences

Collecting colours, sizes, some shapes, counting numbers, recognise monies

Improving the quality of the work which they produce

The teachers should initiate activities which promote learning development. In dealing with mentally retarded children individual and group attention should be given. Individual attention is essential if the child is to obtain self-reliance. Group attention assists the children to gain academic and social skills. They will be taught reading, writing, Arithmetic, Malay, Islamic knowledge, self-skills, self safety, domestic science, geography, physical education and handicrafts. Those children who are found to have difficulty in reading and writing will be taught in a special group.

In drawing up a curriculum for mentally handicapped children, it is essential to pay particular attention to the number of periods available for teaching them. In the early stages, the children should be taught mainly self-skills, self-care, and aspects of self preparation rather than academic and vocational subjects. Only when they reach the next stage can more academic and vocational subjects be introduced.



With adequate preparation and equipment, the class for mentally handicapped children can be made an effective learning experience. In order to provide them with self-skills, the classes should be equipped with appropriate apparatus. For example, the common utensils of the home should be provided such as bed, desk, broom, pail, towel, soap, toothbrush, mirror and so forth. The Domestic Science classes, should be equipped with kitchen, refrigerator, chair, desk and fire extinguisher. The children will be able to learn to manipulate those things at their own pace and in an unstressed environment.

Vocational Training

Although at present the Welfare Department is running its own vocational training for the disabled, there is need for improvements in order fully to achieve the goals of such vocational training. Initially, the courses should be opened to those young people who have attended Special Education classes either with the Education Department or the Welfare Department. However, this centre may accept handicapped adults who are interested and have the capacity to benefit from the training in vocational skills. The aim is to prepare them for employment and a meaningful role in society.

The majority of the handicapped people in the centre are those who have undergone special education and only a few have been referred by the Medical and Health Services, the Labour Department, Voluntary Organisations or on their own initiative. The training which is given includes carpentry, tailoring, welding, office work, handicrafts and agriculture/poultry. Those who are illiterate are given training in the basic 3Rs.

Guidance and Counselling is also available in this centre. Those who have social or emotional problems are helped either individually or in groups. The guidance is designed to help them overcome problems which might interfere with their courses of study.

Sheltered Workshop

The existing workshops aim to provide jobs for trained handicapped people but they need to be more clearly separated from other provision and given separate buildings. The records indicate that most of the trained handicapped people were subsequently employed by government agencies and a few become

homeworkers. However, there are some who are unable to work with any agencies or become homeworkers\$ because of severe handicap and limited movement. Those will be employed in the sheltered workshop. There they can, under supervision, help to produce articles such as school furniture, school uniforms, rattan basketry, government envelopes and repair chairs or undertake sub-contract jobs.

Residential

At present there is no residential service available although formerly there was such provision. It was discontinued because it was felt that residential accommodation made it difficult for the handicapped people to establish a close relationship with their families. Experience showed that the trainees who completed the courses in the residential centre, had problems in re-adjusting to life outside. However, if the government wishes to make provision for all the handicapped people to be trained in this centre, there must be residential accommodation or else a day centre must be provided in each district.

Staffing

Staffing is a major problem in Brunei in all government agencies. In order to run such a proper establishment should be created. The trained staff which would be needed are set out in appendix 7.2

With a well organised and well-equipped centre, the handicapped people in the country will have access to the services that they need. For instance, there are at present many children over 6 years old who are not in school simply because they are handicapped. If they are not taught to look after themselves they become a burden on the rest of the society. At present,

there are many such because of the lack of facilities in the country. Therefore, the government should not delay building such a comprehensive centre for the handicapped. The handicapped children, young people and adults will benefit from training at the centre. With the skills they learn they will become able to be employed and become productive citizens. In 1985, there were in Brunei 278 handicapped people between the age of 18 and 34 years old and they are entitled to be trained to live independent lives. According to a statement, by the Labour Department 400 people annually ~~and~~^{are} involved in road-accidents and 50 become handicapped as a result of industrial accidents. It is essential to re-integrate these people into the society. A sheltered workshop would be able to accommodate them. Those who are suitable could be trained to become homeworkers. The handicapped such as wheelchair users and the mentally handicapped could work in the sheltered workshop. The Welfare Department could maintain records of the ex-trainees who have obtained employment. If they earned, say, B\$315 monthly and each of them worked for 25 years, his/her income would be B\$94,500. It would be quite realistic to expect them to earn an income of this sort and such a sum would be a justification for the establishment of a centre.

Attachment Service

This kind of service is mainly designed to assist the trained handicapped people to be employed either by government departments, the private sector or as homeworkers. The success of such attachment is a measure of the effectiveness of the rehabilitation service. The degree to which the trained handicapped are able to obtain and retain jobs is the most satisfactory way of evaluating the training programmes which have been provided for them.

Each handicapped individual who undergoes the process of

rehabilitation has an expectation of becoming employed and earning according to his or her skills and capabilities. All efforts to rehabilitate them will be simply wasted if they are not able to obtain employment at the end. It is essential for the centre to have its own arrangements of the attachment of the trainees after they have completed the training.

Handicapped people need favourable consideration to be employed. So all employers must feel that they have an obligation to accept a quota of such people. The Officer who is responsible for making the arrangements for the attachment of the trained handicapped should have the following responsibilities:

- (i) to familiarise himself with the types of jobs which are suitable for handicapped people.
- (ii) to develop a good relationship with employers, Chambers of Commerce or business in order to secure their co-operation in the employment of handicapped people.
- (iii) identifying jobs suitable for the handicapped people either in companies, government agencies, self-employment or in the sheltered workshop.
- (iv) to assist the handicapped workers in finding suitable accommodation.
- (v) to assist those who are self-employed in obtaining financial grants/loans through the handicapped people's fund or through banks and helping to market their products.
- (vi) to help the handicapped people in co-operative and business activities.
- (vii) to draw up an in-service training scheme for handicapped people.
- (viii) to arrange for employers to visit the rehabilitation centre to see the work that can be achieved by the handicapped people.
- (ix) to organise campaigns and exhibitions from time to time

of the work of handicapped people.

- (x) arranging after-care and counselling for trained handicapped people.

The details of the accommodation and equipment needed for such a centre are given in appendix 7.3.

Staff Training

To implement this service effectively the staff at all levels should be fully trained. At the management level, it is essential that all those who are involved should be familiar with the new approaches in the rehabilitation field and the planning aspects as well as with the techniques of evaluating the programme.

At the operational level, they should have professional knowledge related to the handicapped people's problems and how to solve them through the techniques of social work and of counselling. They will then be able to give guidance to their subordinates in the maintenance aspects and the management of routine activities in rehabilitation centres. The following are recommendations for staff training.

- (i) Officers at the management level should be given the chance from time to time to attend any international conferences concerning the rehabilitation of disabled people. Their attendance at such conferences will not only enable them to learn new methods of rehabilitation of the disabled but also how other countries organise their programmes. In addition, it would be useful for them to attend short courses in the management and administration of welfare.
- (ii) For operating staff, it is essential for a number of

welfare officers to enrol in professional courses in social work either at undergraduate or postgraduate level. Such qualifications are needed in the Handicapped Centre and in the Guidance and Counselling Section.

The subordinate staff such as Social Workers, Instructors and Attendants should be given on-the-job training in the rehabilitation of handicapped people. The Welfare Department could invite representatives from the Medical and Education Department to lecture on the needs of handicapped people or if necessary, expatriates from abroad could be invited. The courses should include introductory sessions, attachment, teaching at voluntary institutions and community rehabilitation.

Administration of Rehabilitation Services for the Disabled

At present, the Chief Social Officer is responsible to the Director, Welfare Youth and Sports Department for all aspects of social welfare services in Brunei Darussalam. The welfare matters include subsistence allowances for the needy, registration of adoption, recommendations for over-age workers to continue service, the Handicapped Centre, Rehabilitation Services for Disabled people, Juvenile delinquents rehabilitation Centre, Natural disaster Unit and others. He is assisted in these duties by Assistant Chief Social Welfare Officers.

A comprehensive centre for the handicapped people as proposed should be managed by a Director of the centre who would be responsible for the administration and running of all the functions of the centre, including the project for community-based rehabilitation and the establishment of a handicapped people's association.¹ (see table 7.1). The administration should also include a representative from the

Welfare Department who would be responsible for establishing the relationship between the welfare departments and all agencies concerned with the employment for the handicapped people as well as arranging and organising courses for all categories of the handicapped in the centre.

Committee Representing Ministries

The service to the disabled people involves various government agencies and non-government sectors. Co-ordination among them is essential especially among ministries. It is essential to form a committee representative of the ministries involved. However, the management of such a committee should be wholly under the Welfare Department which is the main agent in providing services for the disabled in the country. The main objective of the committee would be to co-ordinate all aspects of administration of rehabilitation services to ensure prompt action in the implementation of rehabilitation programmes (see appendix 7.4).

The Need to Create a Handicapped People's Rehabilitation Association

The aim in establishing a rehabilitation association for the handicapped people in Negara Brunei Darussalam is to afford an opportunity to all members of the community to play an effective role in the attempt to provide the widest possible variety of services to handicapped people.

Such an association would be a voluntary body which would establish various kinds of services for the handicapped people in the country. It is envisaged that it would serve as a co-operative effort within the community in the field of rehabilitation. It would be established as a National body

Table 7.1 PROPOSED STRUCTURE OF ADMINISTRATION OF REHABILITATION SERVICES FOR THE DISABLED.

Director of the Rehabilitation Services
Deputy Director of the Rehabilitation Services

* Medical Unit	Special Education Unit	Guidance and Counselling Unit	Vocational Unit	Sheltered Workshop Unit	Administration
Medical Officer	Supervisor	Educational Psychologist	Supervisor	Supervisor	Clerk/typist
Physio Therapist	Special Education Teachers	Guidance and Counselling Officers	Trained Teachers	Tailor Instructor	Receptionists
Occupational Therapist	Hearing Defects Teachers	Employment Liaison Officer	Tailor Instructor	Furniture Instructor	Telephone Operators
Speech Therapist	Visual Handicaps and partially Sighted Teachers	Social Workers	Carpentry Instructor	Storekeeper	Storekeeper
Nurses	Trained Teachers		Welding Instructor	Assistants	Office boy
Assistants	Assistants		Handicraft Instructor		Cooks
			Office Equipment Instructor		Labourers and other subordinate staff
			Assistants		

Community Based Rehabilitation Unit

District Intermediate Supervisors
Welfare Assistants or Social Workers

* Support by Medical and Health Services

which would offer comprehensive services to those who are blind, physically handicapped, hearing impaired, mentally retarded or have other kinds of handicap.

In Brunei at present all rehabilitation services in terms of medical, special education, social and vocational training and employment attachment for the handicapped people are provided only by the government, with occasional sponsorship given by voluntary organisations such as the Lion Club or the Rotary either to individuals or through the provision of aids for them.

The proclamation by the World Health Organisation of 1981 as the International year for the Disabled led to the initiation of various activities at the international and national levels which made the community more aware of the problems and needs of handicapped people. The campaigns launched that year led to an increased appreciation among people in Brunei of both the potentialities of the disabled and the provision for them. As a result more handicapped people came forward to register themselves with the Welfare Department. Those parents who came forward to register their handicapped children had a more positive attitude towards them and hoped that greater efforts could be made by the authorities to assist and rehabilitate them.

The Structure of the Association

As a national body, the association will have branches in all districts to stimulate the interest of the community and to create a variety of services. The membership should be open to all members of the public who have an interest in becoming involved in rehabilitation services for the handicapped such as VIPs, parents and private sector representatives. The Welfare, Medical and Health Services, Education and Labour Departments

should be official members of the committee to give advice and technical guidance.

Objectives of the Association

1. To encourage and assist in the setting up of rehabilitation projects, medical, social and vocational.
2. To implement and encourage co-operation in research projects and in the study and investigation of various aspects of rehabilitation and of treatment of the disabled.
3. To stimulate the building of sheltered workshops for all categories of disability to enable the handicapped to obtain employment.
4. To campaign for the building of half-way houses as residential accommodation for the handicapped.
5. To assist in providing transportation services to enable the Disabled to go to work.
6. To produce and supply artificial aids, wheelchairs, hearing aids and other items for the use of handicapped people.
7. To organise or participate in conferences and seminars at both national and international level.
8. To seek affiliation with the National Welfare Association and also with International Rehabilitation Organisations.
9. To issue pamphlets and other information concerning the work of the rehabilitation services.
10. To implement and participate in regional campaigns designed to prevent accidents and to rehabilitate the disabled.
11. To raise funds from the public and to seek financial assistance from the government to achieve the objectives of the association.

It is very important that the association should gain financial support from the public as well as from the government to help pay for its projects.

The involvement by the general public in this association will demonstrate that there is a popular commitment to assist the government's plans to rehabilitate handicapped people. Popular involvement will also make the integration process for the handicapped easier.

As a voluntary organisation, this association will find it easier to conduct experimental projects without going through the bureaucratic processes required by the government agencies.

Since the association will need financial support from the public, it is essential to establish a high prestige to ensure this support.

EXISTING ASSOCIATIONS

KACA (HANDICAPPED CHILDREN ASSOCIATION)

In March 1988, an association of handicapped children (KACA) was formed under the patronage of Duli Yang Teramat Mulia Pengiran Isteri Hajah Mariam Binti Haji Abdul Aziz with the motto 'help them to help themselves'. However, before this association was set up in October 1986 the paraplegic and Physically Handicapped Association (PAPDA) already existed under the patronage of Duli Yang Teramat Mulia Pengiran Isteri Hajah Mariam Binti Haji Abdul Aziz.

The Committee members who will form the Governing Board should be responsible for carrying out the aims and objectives of KACA. These are:

1. to promote the welfare of pre-school handicapped children.
2. to improve the community aspect of the care of children with Special Needs and their families.
3. to define clearly their medical, social and educational

needs as early in life as possible and to provide for these needs.

4. to enable the children to progress in learning skills and achieve their potential to the fullest extent.
5. to provide appropriate facilities and motivate the children towards more independent living.
6. to build up their self esteem and confidence in society.
7. to assist in the collection and compilation of a comprehensive register of handicapped children for the country.
8. to investigate the major causes of handicap and to take steps to eradicate or reduce them.
9. to coordinate and consolidate the services provided by hospital specialists, the community based health workers, the social welfare personnel and the educationists and to supplement them when necessary.
10. to provide appropriate premises for group activities, play areas, therapies, conferences and counselling.
11. to encourage sporting activities for the handicapped both nationally and internationally.
12. to raise funds for the running of these centres.

The membership is divided into the following categories:

Full members; all handicapped children residing in Negara Brunei Darussalam.

Honorary members; parents and guardians of handicapped children belonging to the society and volunteers from the general public.

The governing committee has the same sort of membership as do other comparable societies. The committee members include Medical Specialists, Social Welfare Personnel, the Community-based Health Workers, Parents' Representatives and others. The Annual General meetings of the Governing board are held on the 30th March every year for reporting and closing accounts. Quarterly meetings are held and also whenever the

governing board finds it necessary to hold extra-ordinary general meetings.

It is intended that the association will complement facilities presently available at RIPAS Hospital Bandar Seri Begawan. There is a need for a place where young handicapped children can go for the diagnosis of their problems and the follow up therapeutic treatment.

With the approval of the Minister of Health and Minister for Welfare Youth and Sports, plans for the construction of such a centre have now been drawn up. It is to be built on a site close to the hospital and is to be a modest timber building not unlike a large house where the children can feel at home.

The cost of the project has been estimated at B\$400,000 which KACA hopes to be able to raise through public subscription. This depends on the generosity and goodwill of caring members of the community and already a great many offers of help have been received. For example, the land where the project is to be built has been donated to KACA, money has been donated (although KACA needs to organise fund-raising activities), a growing number of specialists have offered to contribute to the construction, decoration and furnishing of the building itself. In addition, KACA is organising fund-raising activities which will provide the wider community with an opportunity to share in the project. The present number of members of this association is about 200.²

PAPDA (PARAPLEGIC AND PHYSICALLY DISABLED)

The objects of the Paraplegic and Physically Disabled Association which was formed in October 1986 are:

- (1) to improve and enhance the living conditions and welfare

of persons suffering from paraplegic and other physical disabilities in Brunei Darussalam.

- (2) to promote and foster greater public awareness and understanding of the problems and difficulties experienced by paraplegic and physically disabled persons in Brunei Darussalam.
- (3) to promote and foster greater self-reliance amongst persons suffering from paraplegic and other physical disabilities.
- (4) to undertake any activities which are conducive to the attainment of the above objects.

The association consists of ordinary members who are paraplegic or otherwise physically disabled persons in Brunei Darussalam. Associate members will be bonafide volunteers wishing to participate in the objects of the association and who are not eligible to be ordinary members.

The acceptance of either ordinary or associate members will only be given by the governing board of this association which is called an Executive Committee. As soon as they are accepted, they must pay the annual fees.

The Annual General Meeting (AGM) of the association is held in the month of October in each year upon a date and at a time fixed by the Executive Committee. The AGM has following purposes:

- (1) to receive a report, balance sheet and statement of accounts for the preceding financial year, and an estimate of the receipts and expenditure for the current financial year.
- (2) to fill the vacancies on the Executive Committee and to appoint an auditor (or to elect auditors) for the ensuing year.
- (3) to decide on any resolution which may be duly submitted to the meeting.

The Executive Committee at any time may, for a special purpose, call an extra-ordinary general meeting and is required to do so upon the request in writing by any members stating the purpose for which such a meeting is required. The quorum at all general meetings for all other business except for motions proposing any repeal of the regulations or for the dissolution of the association is thirty. The present number of members of the association is about 148.³

In a recent development of committee members of the association were asked to cooperate and communicate with the Education Ministry in the preparation of special education programmes for the handicapped children who would be taught in ordinary schools.⁴

The existing associations are still very young and need to be able to provide additional services which are desirable for the disabled people. To make sure, such associations run effectively, the membership should be opened to other voluntary organisations with able bodied members in order to destroy the barriers of fear, ignorance and prejudice and this way make easier the full integration of the handicapped in society.⁵ However, to run the association's activities support must come from the government agencies, such as Welfare, Medical and Health Services, Labour, Broadcasting and Information Departments as well as members of the public. These associations normally depend on the initiative of the public who recognise need in their area. The support they can draw on varies greatly for these associations. For instance, the Welfare Department grants financial support, offers advice and visits by experts. The Medical and Health Department gives medical support for the disabled members. The Labour Department may develop a relationship in order to identify future employment for the disabled members. Broadcasting and Information Department can always give publicity through the mass-media.

The aim is to promote the integration of physically or mentally handicapped in the community through the provision of a meeting place and facilities for social activities in which the basic idea is that they can grow to feel comfortable in relationships with each other and will be able to share fully in the ordinary life of the local community without feeling patronised or embarrassed.

Activities organised by the associations basically encourage the maximum degree of independence and self-help and the provision of opportunities for disabled people to have full and satisfying lives for themselves. They can develop and practise skills in all areas of their lives and make the fullest use of their abilities. They will also be given the information they need.

The associations create a liaison between all professionals involved as well as educating the community about the needs and abilities of disabled people. However, in Brunei, it is urgent, for more professionals and individuals to come forward to participate.

REFERENCES

1. Table 7.1
2. The number was obtained from the Secretary of the KACA Association in October 1988.
3. The number was obtained from the Secretary of the PAPDA Association in October 1988.
4. The Borneo Bulletin, April 15, 1989.
(Speech by the Patron of the Association during the AGM in April 1989) pp.24-25.
5. Lam, R., 'Getting Together - A Study of Members of PHAB Clubs', 1982, p.1.

CHAPTER 8

RECOMMENDATIONS FOR THE PROVISION OF SPECIAL EDUCATIONAL NEEDS
AND REHABILITATION SERVICES FOR THE DISABLED

We have seen from the previous chapters that Brunei Darussalam is a very young country and relatively undeveloped. So as a young independent state, there is still a very long way to go. The country needs to search for her own identity and it is also imperative for the country to survive in an age of science and technology. There is a great need for improvements in the educational system in this country.

It is true in Brunei Darussalam that every child who attains the age of five years old should be attending school until he/she reaches sixteen or is in the lower secondary school. However, education is not compulsory because no law has ever been passed making attendance at school obligatory. So there must be a number of children who do not go to school although there are no statistics available on this matter since no survey has ever been done. However, 'a number of (523 in (1984), 679 in (1985), 707 in (1986) handicapped children of school age were found not to be in school'.¹ It is essential for the authority concerned to take prompt action to remedy this situation if a fully adequate education system is to be provided in Brunei.

However, the aim of this study is not to discuss how to improve the general education system but to concentrate on the provision of special education for handicapped children and young people and rehabilitation services for the disabled people in this country. Of course, there are many possible ways of improving the situation by introducing programmes which have been successful in Europe, the United States and some third world countries. The recommendations may not cover all the requirements of the disabled in the country, none the less, the introduction of these proposals would introduce new ideas which would be relevant to the problems which arise and would be found to be useful if implemented in addition to the existing programmes.

The recommendations proposed in this study could be adopted and implemented within a specified period which would depend on the needs and the new approaches adopted.

At present Government agencies such as the Welfare organise their own provision of services. For example, the Welfare Department has guidance classes for handicapped children who are not accepted in the normal school, training and vocational centres for the disabled and Community based Services. The Medical and Health Department organises playgroup centres and Occupational therapy and vocational centres. The Education Department runs some remedial classes for slow-learning pupils. On humanitarian considerations, the Welfare Department has made considerable efforts to help the disabled. But unfortunately, those services which are available at present are not really sufficient to provide for the needs of every disabled person in the country.

The proposed recommendations owe a great deal to a study of the practices which have been adopted in England and Wales, however, the suggested recommendations are felt to be relevant to the culture and customs of Bruneians. The following discussion will attempt to outline the individual responsibilities and the roles of the various agencies.

In order to provide special education for all children, the government must introduce an Education Law to make education compulsory for all children from the age of six to sixteen. The law must cover all, both normal and handicapped children. The law should include provision for children with special educational needs including children under five years old. The act also should define the duties of the Educational Department under the Ministry of Education Brunei Darussalam in relation to the provision of special education and the treatment of the handicapped. This means that the Department of Education will be fully responsible for services for handicapped children and

young people including their registration with the support services, the Medical and Health Department, the Social Welfare and Statistical Department. The law should include definitions of the categories of handicapped pupils because the needs of each child will vary from area to area and from school to school (see Table 8.1).

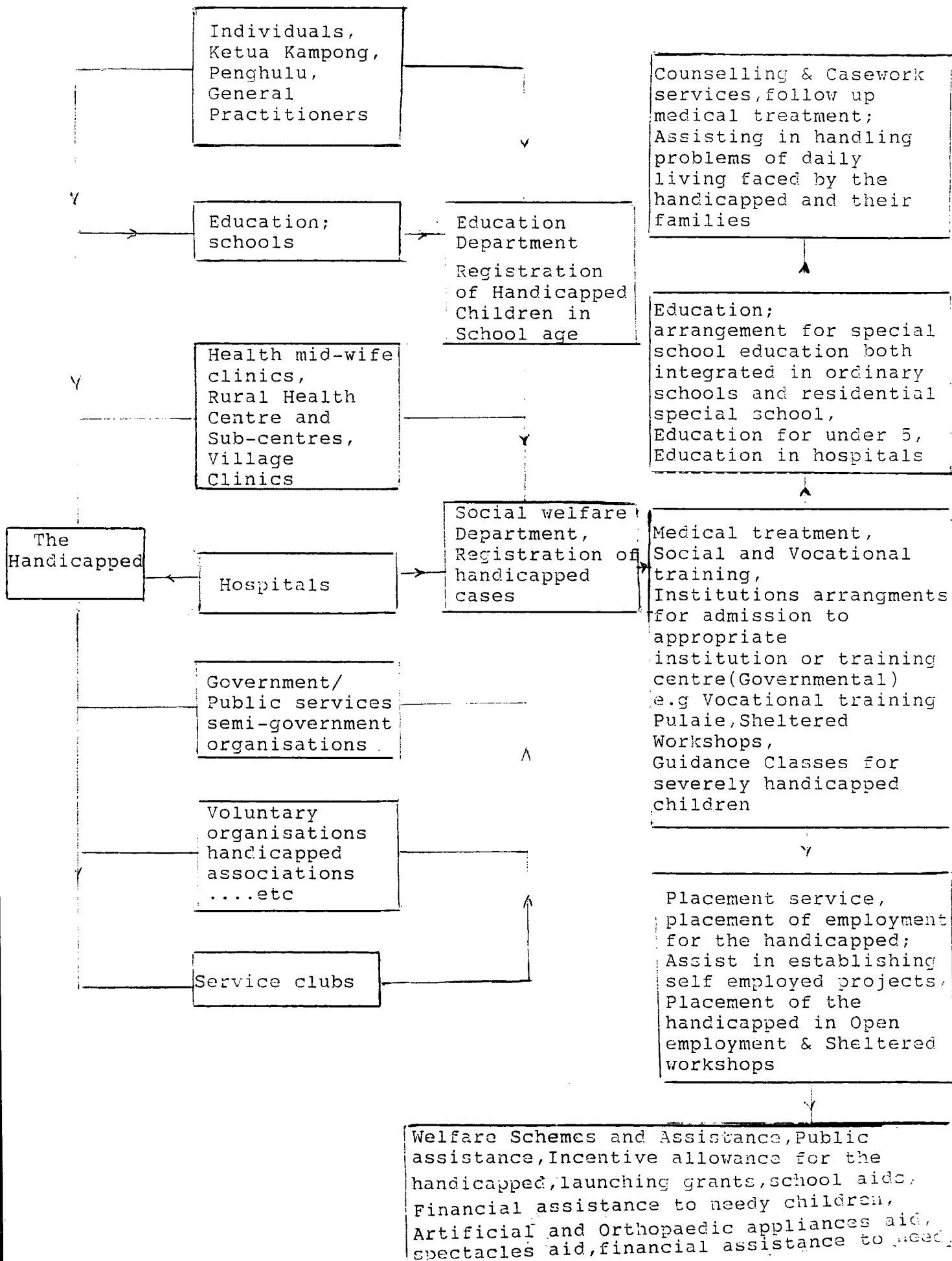
Provision for special educational needs can be divided into 3 major categories:

1. Provision for children under five.
2. Provision for school-aged handicapped children.
3. Provision for young people over 16 with special needs.

PROVISION FOR CHILDREN UNDER FIVE

As the Warnock Committee emphasised, 'Children with disabilities or significant difficulties will need to be elaborately taught things which other children learn spontaneously. Their education, therefore, must start as soon as possible without any minimum age limit'.² The Education Department should co-operate with the parents of children with disabilities by discussion with the professionals concerned with the children, because in many cases the parents may be the first to detect signs of their children's disabilities. They need a great deal of support and much time has to be given to dealing with their children's problems. Whatever the condition the children may be, educational opportunities for them should be provided through the various supporting services. In Brunei, handicapped children under five will normally be the responsibility of the Medical and Health Services such as Paediatricians, general practitioners, Medical Specialists, Educational Psychologists and the Social Welfare Department will occasionally also give support. It is proposed that such provision be made when the children attain the age of 2 years.

Table 8.1

PROPOSED PROCESS OF REGISTRATION OF THE HANDICAPPED

The initial assessment should be made by the above-mentioned professionals. It is suggested that as soon as the children are found to be handicapped, they should be provided with the following services:

1. Comprehensive peripatetic teaching which would cater for every type of disability or disorder.
2. Other programmes: In-service training for teachers, parent workshops, seminars ... etc.

For the very severely handicapped children under the age of five, it is suggested that special units be established within the special schools. Facilities should include nursing care for intensive treatment and teaching by special methods in small groups. Such places should be near to the children's homes. '... special nursery classes and units should be provided for young children with more severe or complex disabilities'.³

The management, including preparation and implementation, will be the responsibility of the Education Department under the Ministry of Education with co-ordination services provided by the Health and Medical Service and Welfare Departments. The organisers of playgroups in the Medical and Health Service Department will be valuable in helping to establish classes or units in special schools because they have experience in dealing with handicapped children below five in most hospitals in Brunei.

PROVISION FOR SPECIAL EDUCATIONAL NEEDS FOR SCHOOL AGE HANDICAPPED CHILDREN

There are three options:-

1. Integration in ordinary schools.
2. Special Education schools (residential).

3. Education in hospital.

The Education Department should assume a duty to identify those children in the schools with special needs. As Dessent, T., (1985) stated the approach to special needs involves two main elements:

- '1. The existence of a policy on special educational needs, agreed by all parties concerned. Such a policy would constitute a framework for action and active planning as well as a statement of ideals and intentions.
2. An Active involvement of all advisory/ administrative and elected members within an LEA, in the construction, development and realization of the policy.'⁴

This means that a handicapped child's needs require provision additional to or different from, the facilities and resources generally available in ordinary schools. It will be necessary to conduct a multi-professional assessment of all such children, taking the advice of medical, educational, psychological,, welfare and other professional bodies and also the views of parents into account. If the assessment confirms that the child's needs should be determined by the Ministry of Education there should be prepared a detailed statement which specifies the appropriate special educational provision which should be made.

Special education provision may be made in various forms such as in special classes or special units attached to primary or secondary schools. Warnock (1978); Hegarty, Packlington and Lucas (1981); Cope and Anderson (1977); distinguished three main forms of integration which could usefully be focussed in the ordinary school, ie. location, social and functional. However, there are other matters also which need to be considered including the following:

1. Preparation of staff

In order to achieve an effective integration of special education in ordinary schools, the staff who deal with these classes or units must have qualified teacher status with extra qualifications in teaching such pupils. "In principle we believe that all teachers with defined responsibilities for children with special educational needs, wherever they are receiving education, should have an additional qualification in Special Education".⁵ It is suggested that with their qualifications and with the situations they are dealing with, they are entitled to higher and different salary scales from ordinary qualified teachers. Also the staff who are involved should have a firm commitment to the education of those children. All teachers are similar in important respects. All teachers have a concern for children and the ability to respond to individuals and individual needs. All teachers wish to maximize the potential of the pupils in their care. But all these characteristics need to be particularly strongly present in those who have the responsibility for educating handicapped children. Supporting this notion Hegarty, Pocklington and Lucas (1981) stated:

- '1. Each teacher observes in one another's instructional environment in order to learn the expectations of one another's classrooms.
2. The teachers then decide who will be responsible for specific instruction of the students and make plans based on their needs.
3. The teachers implement the actual plan, whereby children are integrated in one another's classrooms. Again this gives teachers an opportunity to observe, and possibly review if needed, any of the mainstreaming and integration process.'

⁶

2. Preparation of Parents

There should be the closest possible involvement of parents in the assessment of their children's educational needs and in the provision made these parents should be treated in exactly the same way as parents of other children in the school eg. invitations to school functions or activities and membership of governing bodies. As the Warnock Report (1978) mentioned '... since problems in integrating individual children with disabilities or significant difficulties in ordinary schools may sometimes stem from their incomplete acceptance by the family, parents must be assisted to understand their child's difficulties. They must also be helped to adopt attitudes most conducive to the feeling that the child is accepted and has the same status in the family as any brothers and sisters. This sense of acceptance by the family is likely to be a prerequisite of the successful integration of an individual child in an ordinary school ...'.⁷

It is important for the parents to be told about available facilities and supporting services for their children in order to make sure they know they are not alone in having to cope with their children's problems. And also their active participation in any programmes for their children is certainly a great help in achieving the aims of special education.

3. Preparation of Normal School Pupils

Under the provision, there should be a careful assessment of the children, conducted at various times and stages. It is also important for the normal children in the school to have the right attitudes. That is, they should be willing to accept fully the handicapped children, and to recognise that they are essentially no different from the rest.

INTEGRATION IN ORDINARY SCHOOLS

What is termed integration in England, in the USA is described as 'mainstreaming', and in Scandinavia and Canada described as 'normalisation'. It is the accommodation of handicapped children in ordinary schools. The aim of integration is to enrich the education of both handicapped and non-handicapped children. Failure to seize this opportunity represents a double deprivation. To make the integration successfully in ordinary schools, the following are important points which need to be given attention.

(i) The governing body

Most of the handicapped children require special educational help at some time especially those with severe difficulties. Such integration of special education in ordinary school requires a managing or governing body whose members should have some experience of special educational needs. This body would have a close relationship with the Headteacher of the special unit or class as well as with the Department of Education.

(ii) Premises

The special class or special unit building within the ordinary school will need some adaptations to overcome the problems of the handicapped children especially those with severe physical disabilities to enable them to share in school activities. Because they are receiving education in an ordinary school, they are likely to be involved with friends and playmates and certainly involve themselves in extra-curricular activities although they are not likely to participate in all activities. A single story building would be most suitable for them although there will still need to be a few adaptations to be

made such as ramps, hand rails and toilets. However, the deaf or children with learning defects, can be placed in an ordinary classroom without need for adaptation. But they will require a teacher who knows sign language and is able to communicate with them. The teachers must be very dedicated. The deaf children can be stimulated by lip reading, finger spelling and or signing, gesture and the exploitation of any hearing through hearing aids.

It is very important for the parents to have counselling and guidance given by Social Workers. This guidance for parents is regarded 'as a process whereby the parent is gradually helped to come to an understanding of the implications of the child's handicap in terms of the effect of that handicap for the child, his parents, his siblings and others. Guidance, on the other hand is the giving of practical advice. In practice, counselling and guidance go in hand in hand. Parents require this help from the time the diagnosis of deafness is made, throughout school life and even after the child has left school.

There is at present a small number of blind and partially sighted children attending the Princess Elizabeth School for the blind in Johore Bahru in Malaysia. If the Education Department in Brunei is to organise its own Special School for them, there are several points which should be considered:

- (1) all blind and partially sighted children, except some of those with multiple handicaps or poor home conditions, should live at home if their home is within one hour's journey of a suitable school and provided their parents can be given guidance on child management.
- (2) where day attendance is impracticable, weekly boarding should be adopted and local education authorities should help with travel home.

- (3) all boarding schools should be prepared to accept children, who normally attend school by day, for boarding for short periods to meet domestic emergencies.
- (4) further systematic experiments should be carried out, within the context of the national plan, with the education of visually handicapped children in ordinary schools, either in ordinary or in special classes.
- (5) experiments are desirable, in order to meet regional needs, in the grouping of several schools for children with different handicaps on campus sites, sharing a full range of educational and medical resources, with the ordinary schools adjoining.
- (6) blind and partially sighted children would benefit from being educated in the same schools, though they need to be in separate classes at the junior stage.
- (7) co-education should be adopted for all visually handicapped children throughout their school careers.
- (8) all-age schools are to be preferred where their existence would enable a substantial proportion of children to attend as day pupils instead of boarding away, or as weekly boarders instead of going to a boarding school further away where weekend visits home would be impracticable. Otherwise, there should be a mixed pattern of all-age schools and separate primary and secondary schools, varying according to local circumstances.
- (9) places should be provided for all visually handicapped likely to profit from GCE 'O' and 'A' level work.
- (10) a variety of special schools and units should be available for visually handicapped children with additional handicaps. Where such children are accommodated in special schools for the multiply handicapped, due attention and care must be given to their visual handicap.

(iii) Organisation, Methods and Curriculum

Children with special educational needs have particular demands to be met. The Head teacher responsible for these special units or classes should be responsible to the governing body for the implementation of the agreed policy. This includes the curriculum which he draws up with the help of specialists, members of the governing body and the support services. Not all handicapped children will be able to participate in extra-curricular activities with the normal children. However, there are activities in which they can participate on equal terms with other children in the school. Examples are visits, school functions or clubs. Activities such as sports can be undertaken separately from their non-handicapped friends or those who have similar difficulties will have activities on their own. Other arrangements include teachers with special qualifications who would also undertake further research. Finding ways of integrating special education in ordinary schools may lead to the achievement of worthwhile interchange. The Warnock Committee (1978) recommended ... 'that special classes and units wherever possible be attached to and function as part of ordinary schools rather than be organised separately or attached to another kind of establishment such as a child guidance centre.'⁸ The same point was also emphasised by Hegarty, Pocklington and Lucas (1981) ... 'teachers' understanding of special needs is important both for the relevance to teaching and for the impact on attitudes.'⁹

Supporting services are also essential to ensure that these special classes run effectively. The Department of Education is responsible for general supervision and advice in addition to other support services such as Doctors, Educational Psychologists, Clinical Psychologists, Health Visitors, Social Welfare Workers, Career Officers and other professionals who should become well known personally in the schools.

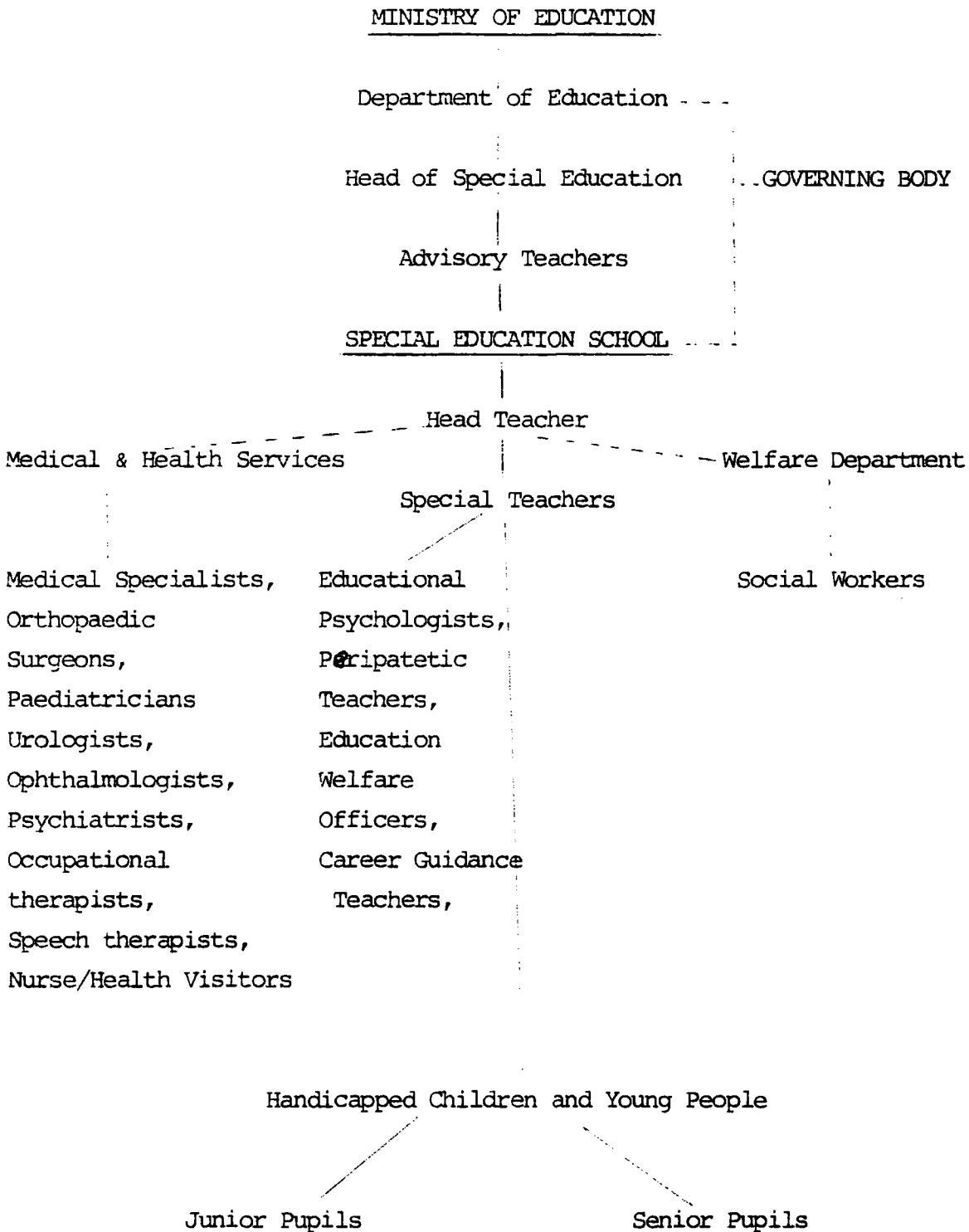
SPECIAL EDUCATION SCHOOLS (RESIDENTIAL)

What kind of handicapped children should join this kind of school? The Warnock Committee Report 1978 considered that the following handicapped children and young people needed to be accommodated in special schools;

- '...1. Children with severe or complex physical, sensory or intellectual disabilities who require special facilities, teaching methods or expertise that it would be impracticable to provide in ordinary schools.
- 2. Children with severe emotional or behavioral disorders who have very great difficulty in forming relationships with others or whose behaviour is so extreme or unpredictable that it causes severe disruption in an ordinary school or inhibits the educational progress of other children.
- 3. children with less severe disabilities often in combination who, despite special help, do not perform well in an ordinary school and are more likely to thrive in the more intimate communal and educational setting of a special school....'¹⁰

As the Warnock Committee commented, the school will not be able to meet the child's educational needs, unless the boarding arrangements are flexible. We therefore recommend that residential special schools should be organised on as flexible a basis as possible and should retain the capacity to remain open at weekends, so that there is a genuine choice as to whether or not the children return home. The residential school is appropriate where a child with severe or complex disabilities requires a combination of medical treatment, therapy, education and care which it would be beyond the combined resources of a day special school and his family to provide, but which does not call for his admission to hospital.

Table 8.2

ORGANISATION OF A SPECIAL SCHOOL

The Education Department will provide transport for them to travel to and from school. A mini bus and an ambulance will be appropriate.

The proposed organisation of a Special School in Brunei is illustrated in Table 8.2

There should always be consultation between departments and services in planning particularly in making shared provision.

It is suggested, that in this type of school the teaching group should be a maximum of 20 pupils, to provide opportunities for more individual attention, and for the children to relate to each other and to members of staff.

The school hours should be at least as long as in the ordinary school. The Warnock Committee recommended that '... So far as possible, the length of the school day in special schools should be the same as that in ordinary to the age and need of the pupils...' 11

Regular supervision, orthopaedic surgeons, paediatricians, Urologists, Otologists, Ophthalmologists and psychiatrists during school terms and nurses will visit the children during school holidays.

The Department of Education and Medical and Health Services Department should provide the necessary space, equipment, nursing and secretarial help to enable Medical specialists to hold their clinics in the schools.

A Governing body should be established for every school. It should have a catchment area extending beyond the immediate locality to reflect the wider communities that they serve and it should include a handicapped person as a member.

Apart from the above, this special school should be prepared to accept children, at short notice and for brief periods, whenever the need arises.

EDUCATION IN HOSPITALS

As a general principle no child should ever enter hospital solely to receive education.

For administrative purposes all education in hospitals should be regarded as special education provision, it is therefore the duty of the Education Department, Ministry of Education to design such provision. Whenever possible education premises should be specially provided in the hospital for children who are unable to leave the hospital to attend school. However if this does not exist they should be taught in different surroundings or in the ward itself. Teaching in hospital needs advisers who specialise in education in hospital. The funding for this service should be the responsibility of the Education Department.

Home tuition service will be provided for those children who have been discharged from the hospital but have to continue to receive treatment at home before they can return to school. It is the duty of the hospital authority and the Department of Education to collaborate to ensure that the children continue to receive a suitable education without a break.

PROVISION FOR YOUNG PEOPLE OVER 16 WITH SPECIAL NEEDS

For those under the age of 16 with special educational needs the decision has to be made whether they should be integrated into the ordinary schools or attend special schools. For those over 16 the choice is between further education and employment

courses.

Of course, these young people need to be assessed before a decision is taken either for further education or employment about 2-4 years before they are due to leave school. Brennan W.K., (1982) suggested that the assessment should be made when the child is between 13½ and 14½ years of age. They should be assessed in at least two stages:

- (i) School-based; involve class teacher or form teacher and Head teacher. Pertinent information will be provided by medical, social, parents and other as well as the assessment made by the Advisory teachers of the Education Department on each child's needs. Consultation should be made with professionals such as peripatetic specialist teachers, Educational psychologists, Health Workers and Social Workers.
- (ii) Multi-professional assessment; At this stage, the professionals such as Medical Officer, Health Visitor, Educational Psychologist, a Social Worker, a teacher all contribute to the assessment.
- (iii) Region-based assessment; This stage is required only for cases exceptionally difficult or which involve unusual disorders which need more thorough assessment.

Such assessments should be made at least annually. However these stages of assessment should not be regarded as final. The childrens' performances should be monitored and further assessment and detailed records of individual progress should be compiled by the classteacher. Only when the time comes for them to leave school should a final decision be made concerning their future.

Normally young people with severe or complex disabilities need more help. So professional assessment and consultation may be necessary to deal adequately with their needs. They may be in special classes or units in ordinary schools, or in special schools. The discussions concerning their future should involve members from the Education, Medical and Health, Social Welfare Departments, parents and the young person him or herself. This discussion should be led by the Head teacher of the school the young person is attending. At this stage, the role of the Career Guidance teacher is very important because as a careers teacher with additional training and expertise in understanding the career implications of different types of disability or disorder this teacher should work closely with each young person and the parents before and after he or she leaves school.

The school which the young person attends should make every effort to help the pupil to acquire basic skills and to develop social competence. Most of the pupils will probably want to enter employment immediately after leaving school. The last two years of school should therefore include significant elements of work preparation in which young people are placed in simulated working conditions. The school should give them opportunities to observe various working situations so that they can decide which jobs will be compatible with their strengths and limitations.

However, there should also be every opportunity for those young people to find places in institutions of further education. Relatively few young people with disabilities or major difficulties have achieved by the age of 16 either their full educational potential or an adequate degree of maturity to make a smooth transition to adult life. Many of the handicapped children will have had interruptions to their schooling for health or other reasons.

FURTHER EDUCATION

Educational provision must therefore be far more widely available to them beyond the age of 16. Parents must be encouraged to seek further education for their children and the children themselves strongly advised to undertake it, either in school or in institutions of further education. As the Warnock Report 1978 Commented....

- '(i) Where it is in their interests and possible to arrange, pupils with special educational needs should have access to Sixth Forms or Sixth Form Colleges. e.g pupils with impaired vision.
- (ii) Wherever possible young people with special needs should be given the necessary support to enable them to attend ordinary courses of further education....' ¹²

However, to implement this proposal there will need to be adaptations to premises, special equipment and help from Advisory Teachers with specialist training. As Fred Adams (1986) suggested.. 'In providing for the handicapped in colleges, the practical aspects of access and of adaptations to buildings are important in such matters as improving access and the requisite standards of lighting and of workshop and laboratory provision for handicapped students...' ¹³ The young people should be able to master the content and reach the standards of ordinary courses ~~for~~ of further education if some modification is made, for example in their duration and presentation. Some establishments for further education should experiment with modified versions of ordinary further education courses for students with special needs. For example, special vocational courses could be provided at operative level for students with special needs as well as special courses for training in social competence and independence. For young people with more severe disabilities or difficulties special provision should be made.

However to make further education provision for young people with special education needs possible, a co-ordinated approach is necessary which should formulate and publicise a policy on the admission of students with disabilities and should make systematic arrangements to meet their welfare and special needs including career counselling. There is also need for a good liaison between school and college in regard to course continuity and planning. Career Officers of the Education Department should help the handicapped to make realistic and informed choices about themselves and their future and at the same time they should constitute the links between employers, colleges, training agencies, students and parents. Such provision will be made available by the Education Department with support services by other departments such as the Welfare, and Medical and Health Services. These support services should be provided for as long as the handicapped student continues in further education.

The Education Department in Brunei should arrange places for bright handicapped young people who pass the secondary school examinations at GCE 'O' and 'A' levels. These could be accepted at Higher Institutions, such as Brunei Darussalam University, the Institute of Education and the Institute of Technology. In addition to attending local institutions, those young people who have the capacity could be sent abroad. There are many institutions of higher education abroad where such handicapped young people could be sent.

PRE-EMPLOYMENT COURSES

As the Warnock Committee Report (1978) stated.. 'a small amount of extra help for school leavers with moderate learning difficulties or emotional or behavioural disorders may enable them to hold down a job and reduce the chances of their entering a cycle of frequent changes of job, leading to

long-term unemployment and dependence on social and psychiatric services..' 14

In further education arrangements for the handicapped there has been a tendency to emphasize vocational skills because this enables them to secure permanent employment. This has been justified as helping to equip them for work through which they can become self-supporting or at least can contribute towards their upkeep and acquire a sense of independence. It is also a factor which helps towards self-respect. Self-respect comes from an awareness that a person has something to contribute on which society places a value; something one can offer which is recognised by payment.

However, ~~because~~ personality social skills, the capacity to communicate and get on with people and to conform to and accept the disciplines imposed, such as punctuality, application to the job and regular attendance at the workplace are essential. Employers are reluctant to engage disabled workers not because they lack the necessary technical or professional skills but because they have social or personality problems.

After a thorough assessment has been made of each young person over 16 the decision can be made whether he or she should proceed to further education or to vocational courses. The young people who are severely handicapped and have major difficulties are generally those who are considered best suited to be admitted to vocational training centres. So it is proposed that as soon as the young person over 16 has been assessed and found to be eligible to enrol for training for employment, appropriate provision should be made available by the Welfare Department. The Education Department should make a full-report on each individual concerned for further consideration by the Welfare Department. (see Table 8.3)

The basic procedure already exists in Brunei, in the Vocational

Training Centre for Handicapped People established under the Welfare Department.

It is the responsibility of the Welfare Department to designate provision for those channelled to this centre. However, to meet the needs of young people who require long-term hospital care, the Education Department should provide programmes of continuing education, which are at present almost wholly lacking so far as these young people are concerned. The Welfare Department should draft a Disabled Persons Act to include provision of services, consultation and representation for disabled people in Brunei Darussalam. Whatever provision is made by the Welfare Department must be supported by professionals from other relevant departments.

(i) Vocational Training Centre

This centre already exists and aims to train the Young People to gain skills and to equip them for employment. In this centre, could also be provided pre-employment courses such as core, vocational and job-specific studies. The structure of the courses^{and} their duration will be determined by the Welfare Department.

(ii) Sheltered Workshops

The courses here are designed for Young People who are not able to work in open employment as provided in the vocational training centre, but are nevertheless capable of productive work. This kind of sheltered work could be provided in three different ways as Sandra Jowett (1982) has suggested,

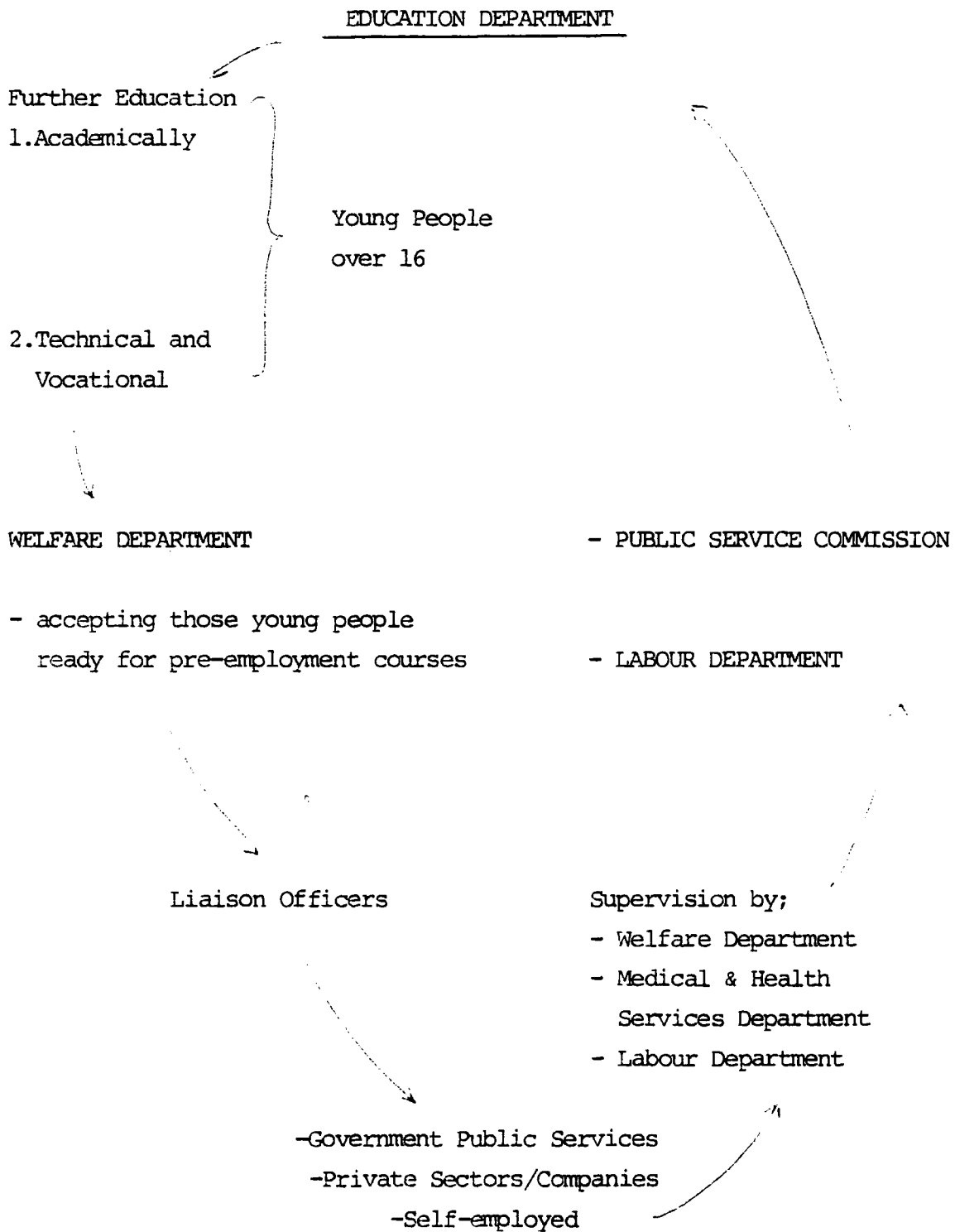
.....' (1) a public company

(2) Social Services Departments are required to provide Sheltered Workshops for Disabled People.

(3) by voluntary bodies-these could assist with courses for people with specific handicaps or could be attached to a specialist College...' 15

Table 8.3

The flowchart of the prospects of Young People over 16 years old



It is the responsibility of the Welfare Department to negotiate with the Public Service Commission and the Labour Department to devise a policy under which public services and other national industries could review their practices with a view to opening their doors more widely and providing more imaginative opportunities for work for people with disabilities. Perhaps they should be required to employ a quota of disabled people. In England and Wales at least 3% of a firm's total workforce is required to be persons registered as disabled.¹⁶ The quota has a part to play as one way of encouraging the employment of people with disabilities, but it needs to be complemented by other, more positive measures. So the policy should also promote the creation of more opportunities in Brunei by encouraging employers to discuss with the Labour Department and Welfare Department the problems of the disabled and possible ways of helping them. The Public Service Commission should develop a strategy for ensuring that employers are aware of the employment needs of disabled people and of ways of meeting them. This is in line with the Warnock Committee Report 1978, 'we recommend that the ESA's strategy of alerting employers to the employment needs of the disabled should be further developed and that there should be more contact at local level between employers or, where the management of large companies is decentralised, local managers and both ESA Officers and Career Officers'.¹⁷ Once the Welfare Department has organised courses in sheltered workshops, it will be able to plan for the future of the young people after they have completed those courses. The young people will either continue in the sheltered workshop which normally undertakes contracts from the government, eg. basketry, making envelopes, or they obtain simple employment with outside firms.

For working within the sheltered workshop of the Welfare Department, they will be paid wages according to a scale drawn up by the department. However, at present the number of

sheltered workshops in Brunei is inadequate, especially in districts other than Brunei/Muara. More resources and effort are required to extend these facilities.

EMPLOYMENT FOR YOUNG PEOPLE

It is suggested that while the disabled are attending the vocational training centre, they should be given a programme of observation and attachment. They can be attached to private firms, or to public services. It should be recognised that the satisfactory organisation of such attachments can be difficult ~~as difficult~~ as Parkhurst and McAllister point out:

- '1. To avoid disruption of the course all placements had to be arranged during the same period. Some employers could not accommodate students during a specific week so the search for placements had to be widened.
2. Sometimes the work offered by an employer was not directly related to the course being followed by the student but because other places were not available (perhaps because of access problems) the offer had to be accepted. The question then to be answered was whether work experience was a back up for a college course or experience of a working environment ...',¹⁸

But the problems are not insuperable and the benefits are great. The handicapped not only will learn about work and employment, but also they will arrive at some sort of personal occupational identity and be able to see future possibilities for themselves. With the encouragement of the government, the companies can help design programmes of activities in sheltered workshops to enable as many people with disabilities as

possible to enter open employment. It would be very valuable if the companies could provide residential facilities where these are needed.

The aim is to provide relevant experience for the disabled in sheltered workshops and then open employment will provide a full range of work experience and training to develop their independence so that they are ultimately able to maintain themselves in the community. However, while they are working, support will always be available from the Welfare, and Medical and Health Services Departments.

SELF-EMPLOYMENT

This can be a most satisfying way to earn a living and many independently minded people would rather accept a lower income and be their own boss than work under others. Whatever they make will be sold to the public or to the government. In marketing their products they will be assisted by the Welfare and Labour Departments.

- (i) very severely physically handicapped, socially, emotionally, immature and maladjusted young people.

Those young people who are too disabled to be accepted at sheltered workshops on the Government Services or at Companies should be not forgotten for they still need to be trained. For them the most appropriate provision is a work centre which operates on a non-residential basis and which includes educational facilities.

Those who attend this work centre will be paid a small weekly wage. The aim is to give those who are not ready for employment because of their severe disabilities to earn a normal living and to work and receive a small wage, and to gain experience before moving on, wherever possible, to sheltered or open

employment. Such work centres should be available in all districts in Brunei.

(ii) Young people who are unable to work

The young people who are unable to work at all, should be in contact with a wide range of people, in addition to their friends and their families. This could lead to fresh interests and social activities. It would provide them with a framework for the day and a routine which would help to develop self-discipline. Such an initiative is considered important because it would serve the following purposes:

- (1) the need for a sense of purpose and effectiveness.
- (2) the need to feel wanted by other people and by the community at large.
- (3) it is very important for them to share pleasures.
- (4) they need community care assistance in planning.

The Social Workers who are involved in Community-based rehabilitation will help develop recreational projects such as sporting activities.

Financial support for young people who continue in further education

For normal students who are Brunei citizens, higher education is free. The disabled should enjoy similar rights. The costs of further education for the disabled should be met by the Education Department. As discussed earlier, the Career Officers of the Education Department should be responsible for ensuring that the disabled receive the fullest possible education.

Facilities for recreational and social activities for Young People

Disabled young people should be given opportunities to share in community activities as well as opportunities to enjoy the exclusive use of the community facilities on occasions. It is the duty of the Youth Department to provide such social and recreational services, e.g. sports, drama, music and riding. Such activities have been successfully operated in England. The Social Services Department, voluntary bodies and others are responsible for organising programmes concerned with social life and leisure for handicapped people. They also provide information, advice and practical help. Such facilities could be provided in the schools where handicapped young people are studying or in the centres where they are given training for employment, e.g. indoor pools for swimming with adequate provision. Athletics could afford them great pleasure while at the same time demanding concentration and effort. These will be enjoyable occasions for them. By competing among themselves, it is possible for them to participate in national, international or even world title competitions. There are now world tournaments in athletics for disabled people.

Equipment and Aids needed for severely physically handicapped young people in their daily activities.

At present in Brunei, the Medical and Health Services Department is responsible for providing aids such as artificial limbs, wheelchairs and hearing aids. It is suggested that there is a need to implement a more rational and uniform approach to the provision of aids for handicapped people throughout the country. Further research should be carried out into the design of aids and equipment. These development costs should be met by the Welfare Department.

The efficiency of the service would be increased if the Labour Department co-operated with the public services or other employers in making provision for the disabled people such as the adaptation of furniture, tools or machines, special writing and reading aids, dictation and tape recording devices. There needs to be a very considerable diversity of special provision according to the nature and degree of the disabilities of those concerned.

Mobility

In order for handicapped people to lead a full social life and have easy access to facilities for further education, training, employment, recreation and entertainment, it is important that they should be mobile. They are entitled to a mobility allowance in order to purchase a vehicle. It is important to ensure that they get maximum value for their money in doing so. Alternatively the Treasury Department could lend them money to purchase a car and recover the cost through deductions from their salaries. The banks could be encouraged to lend them money to buy a car and similarly recover the cost through deductions from their salaries-say over a period of four years. The employers should be required to provide special modified transport such as hydraulic steps for wheelchair workers.

Prospectus

It is clear that there should be more opportunities for disabled people to help and support one another. This does not mean that, as a group, they should be segregated from the rest of the society. But the point is that, the handicapped themselves best understand their needs and feelings. Appropriate appointments for the disabled people would be as teachers in special units and classes for handicapped children,

or teachers in special schools (residential), telephone operators and as solicitors for disabled.

Supervision

The Welfare, Labour, Medical and Health Services Departments should be in touch with the disabled at least once a month to monitor their progress and performance and to help them solve any problems which may have arisen.

YOUNG PEOPLE OVER SCHOOL AGE AND ADULTS

Introduction to welfare state

A state with a small population generally does not have as many social problems as a densely populated one. In Brunei there is a lack of studies and research into the needs of the disabled people in the state. To establish a welfare state is difficult, if we do not understand and implement the philosophy of it, that is, it is necessary to define, what does the welfare state stand for?, what are its basic aims?, what does it require of us?

The Social Services Department is a department which is particularly concerned with those who are least able to help themselves. The department is distinguished from other departments, companies, voluntary services and the public in that it has a prime responsibility in the matter. Brunei can not be considered a welfare state because though she has established a Welfare Department to provide such services, they are not formally embodied in legislation. Up to the present time, the department has formulated its own policies as guidelines to implement those obligations. But there should be a Disabled Persons Act which will form a statutory basis for

the provision.

'In 1986, there were 2906 handicapped people in Brunei. This was 1.28% of the whole population.' ¹⁹ This number is considered rather large in proportion to the population of the state. Further it has been pointed out that, although the authorities concerned, the Welfare, Education, Medical and Health Services Departments each makes its own provision for the disabled, there is no co-ordination among them. Brunei is fortunate in that she can learn a great deal from other countries where social services are already firmly established. She could adopt provision which is appropriate to the culture, traditions and religion of the people.

Sooner or later, Brunei will need her own 'Welfare law' which will include a 'Disabled People Act', or a 'Chronically Sick and Disabled Persons Act'.

It was recommended earlier that provision for all special educational needs must be made by the Department of Education Ministry of Education Brunei Darussalam. It would strengthen the position of the Ministry of Education if such provision were required by law. The law would require special educational provision for all handicapped children until they are over 16 years of age or complete further education and settle in employment. In meeting the needs of the handicapped, the Education Department should have the support of the Welfare, and Medical and Health Services Department in any problems that occur, for instance, if the handicapped children and young people needs aids and equipment or medical assessment and treatment.

The following is suggested as the services for the disabled to be provided in the 'Disabled People Act.' These should include services, consultation and representative ^{needs} other than special educational ~~needs~~ provision which should be the responsibility

for the Department of Education. To implement such provision there needs to be a good relationship between Welfare and Health. We can use the word 'relationship' in two ways; 'to stand for the situation, band or occasion which links two and more people, or to stand for the attitudes which people so linked have to each other.' ²⁰

There are many connections between health and welfare and hence between the aims of the two departments. For instance, health is clearly one very important part of welfare. Health is a central part of a person's interest, in that it is desired for its own sake and in that possession of it is a necessary condition for pursuing most other goals. Part of the social worker's job, will be to promote the health of his client to encourage him to seek medical advice and to help him cope with illness. This is not to say that the Social Worker will usurp the doctor's function of bringing professional skill to bear on the patient's medical problems. But between health and welfare is an interdependence to promote health, mental and physical, and other aspects of welfare, both material and non-material. Health is defined by WHO as 'a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.' ²¹ To supplement the proposed 'Disabled Persons Act', there should be a National Health Service Act which will provide for the Chronically Sick and also a Disabled Persons Act. Such legislation is essential for two reasons.

- (i) to ascertain the extent to which benefits and services should be available.
- (ii) to enable disabled people to secure those benefits and services to which they are entitled.

The following recommendations concern the financial aspects of provision for the disabled.

FINANCIAL BENEFITS AND ALLOWANCES

At present, Education and Medical Services including prescriptions are free to Brunei citizens and permanent residents. There is a small registration fee of B\$5.00 for foreigners to obtain medical services including prescriptions in all governmental hospitals or clinics.

Disability allowance

All disabled people aged 15 and over who are officially registered by the Department of Education with the co-operation of the Medical and Health Services Department are at present entitled to an allowance. The Welfare Department pays B\$100.00 (approx.£30) monthly to citizens and residents who are registered as disabled. However, this amount is too small in view of the cost of living in Brunei and it needs to be revised. This allowance is also paid to the blind, partially sighted and deaf.

Severely disability allowance

People aged 16 or over who are unable to work and can provide a medical certificate are paid the allowance. If they become capable of work their entitlement to the allowance ceases. Those who are permanently unable to work because of injuries or accidents while working and are given injury benefits by the Government or by the employers where they worked are not eligible to receive this allowance. The purpose of this allowance is to enable the permanently disabled to support themselves and their dependents.

Attendance allowance

This is a benefit paid to anyone aged 2 or over who is severely mentally or physically handicapped and who has needed full-time

care for at least six months. It is not means tested and it does not effect any other benefit that they receive. They can obtain the allowance even if they live on their own. What counts is that they need supervision not whether they actually get it. The allowance can be paid at one of two rates;

- (1) The Higher rate is paid to those who require attendance both by day and by night.
- (2) The Lower rate is paid to those needing attendance either by day or by night.

To qualify for this allowance, the disabled person must need during the day frequent attention in connection with essential bodily functions; or another person to be awake for a prolonged period or at frequent intervals for the purpose of watching over them in order to avoid substantial danger to themselves or others.

Mobility allowance

This allowance is a benefit to help severely disabled people to become more mobile. It does not affect any other benefits they might be receiving. The amount is determined through discussion between the authority concerned (in this case, the Welfare Department) and officials from the Treasury and Economic Planning Departments. The allowance is paid monthly. Those who are entitled must be aged between 5 and 60 years old. To qualify for this allowance the difficulty in walking must be caused by a physical condition and the disabled persons must be unable to walk, or virtually unable to walk, or so ill that the exertion needed for walking would be a danger to their life or would make their condition worse.

At present, all people in Brunei, who are aged 60 or over and who are citizens and permanent residents are entitled to receive an old age pension of B\$100.00 (approx.£30) monthly.

Employment

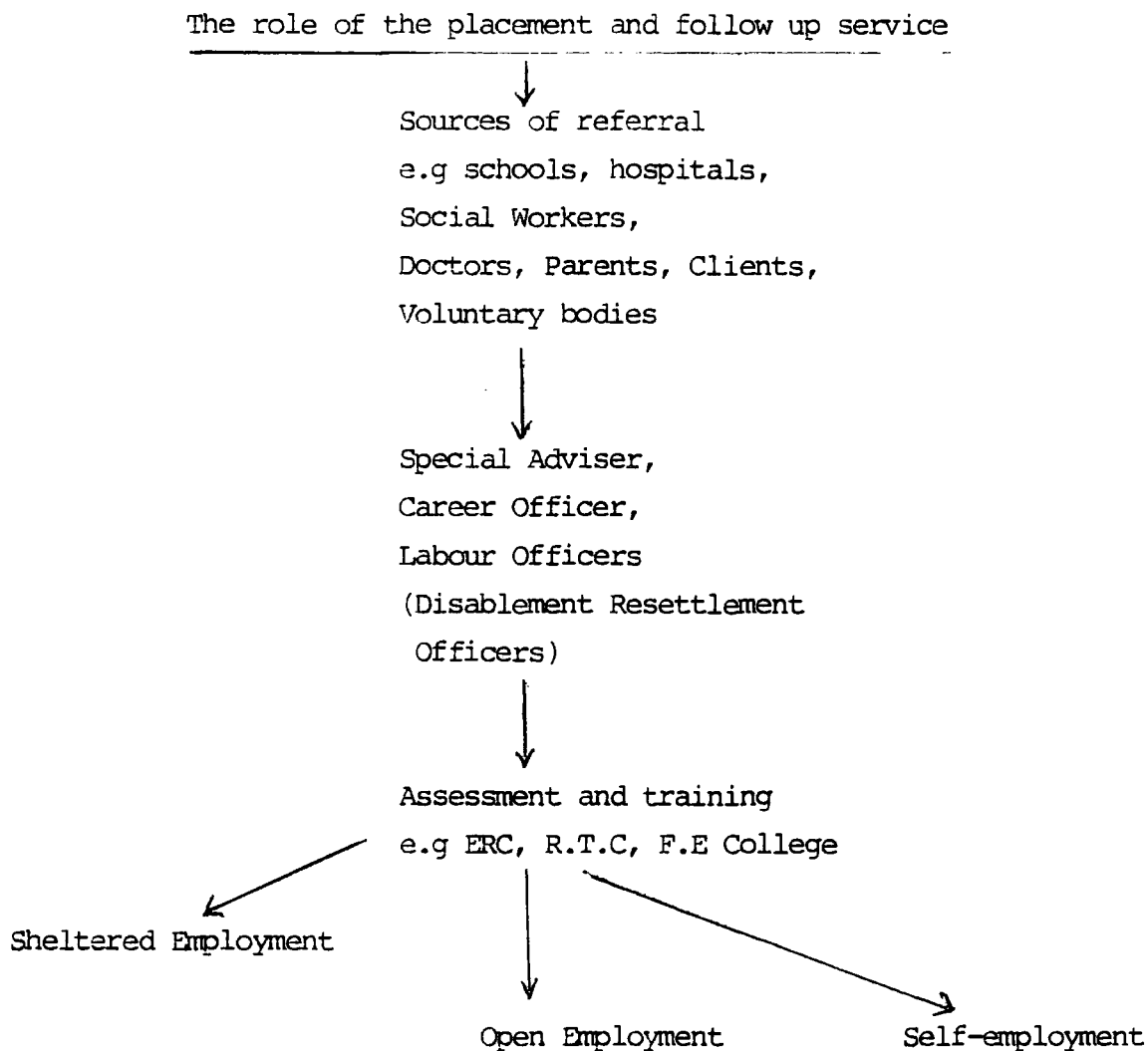
There should be more places and opportunities for people with disabilities to be employed either in public services, companies or self-employed.

This should be a duty for all members of the public especially employers. Of course, the disabled people must have previous training to obtain skills or possess qualifications through higher studies to enable them to be employed as lecturers, engineers, managers, draftsman, technicians and so on. However, those who have skills still need access in order to enable them to be employed. To achieve this, the government should enforce appropriate legislation. The Labour Department will compile a register of disabled people who are capable of work. Under the law, all employers will be required to employ a quota of disabled people as is the case in other countries. ²²
(see table 8.4)

The Labour Department has the right to designate certain categories of employment and can provide special facilities for the employment of persons who are unsuitable for work with able bodied people. But, at present, it does not have the power to enforce this. Even, when disabled people work with normal workers, they need to have several adaptations to the buildings such as ramps, lifts, handrails and toilets.

The Labour Department can provide, on free permanent loan, any aids necessary to enable employees to accept the disabled. These include modifications to machines, purpose-built desks and seating, counter-balanced drawing boards, electric

Table 8.4



1. Open employment needs two main initiatives
 - i. the quota scheme
 - ii. adaptation of buildings to make them suitable for designated employment
2. Sheltered employment with legislation for handicapped in work of open employment
3. Self-employment needs supervision and help
e.g with capital and marketing

typewriters, keyboard guards, telephone aids and accessories, reading and writing aids, and braille measuring devices.

The grants given to the disabled employees are designed to enable them to continue in their jobs as long as they are capable of doing them satisfactorily and also to encourage them to feel that they are useful members of the community. In addition, employers can also feel that they have fulfilled their obligation to the community.

Those who are not able to work either in open employment or sheltered employment or who simply do not want work of that kind, can become self employed. The Welfare Department could collaborate with the Labour Department to help these people to establish their businesses. The Welfare Department could help in terms of finance or capital. The Labour Department could help with the adaptation of the places where they set up businesses. In addition, they will be regularly supervised until they are producing goods and also will be helped in finding customers.

As well as access in the places where they work, the disabled employees can also be provided with transport with special modifications e.g. hydraulic-vans for wheelchairs, for paraplegics, or other purposes to enable them to work regularly. If this cannot be provided by the employers and the disabled workers do not have their own transport or cannot be taken by their relatives, it is suggested that they should be given an allowance to cover their expenses on transport. The amount would be decided in discussion by the Welfare, Labour and Economic Planning Unit based on the cost of fuel and transport.

It is suggested that a person who is severely and permanently disabled and incapable of using public transport because of his/her disability should be provided with the cost of journeys

between his/her home and place of employment. The grant could be used to meet the cost of taxi fares or paid to their family or friends to drive them to and from work. As an example, in England and Wales, the grant is three quarters of the total cost, for people working a five-day week. If they work more or less than five days a week, the amount is adjusted in proportion.

So whatever the circumstances, the authorities concerned should be able to assist those disabled people who have the capacity to work. As Topliss (1975) stressed such a policy for the future for the disabled is essential because ..'rehabilitation for some life work should be the first consideration..if this does not prove possible, the treatment many achieve a second end, that of freeing the handicapped person from being cared for by a second individual who may thus fill a more valuable role. The result is still economic rehabilitation for the family.' ²³

House and home

In Brunei, there are three possible ways to acquire the funds to build a house; 1. Employees are entitled to a housing loan through their employers. 2. Those employed with any public service Department, or companies are eligible for a bank - loan provided they can give some financial guarantee, e.g have a bank saving account or some relative who is prepared to guarantee the loan. They repay the loan in instalments according to agreed conditions. 3. People use their own money without help from others.

There is a wide variety of buildings in Brunei. The quality and costs of houses differ greatly. The people with large incomes have big and expensive houses especially those who have extended families. But there are also people who are paid

relatively low wages. In Brunei the lowest pay at present is B\$750.00 per month (approx.£215) although no survey has ever been made of the proportion of the population living on a low income or even in poverty. For those on a low income, particularly if they have a large family, there is no possibility of acquiring the money needed to build their own houses. So under the Government National Plans, those citizens are considered landless and homeless and are eligible to apply to the 'Government Housing Resettlement scheme'. All people who demonstrate a capacity to repay the loan within 15 to 20 years are eligible. Similar conditions apply to disabled people who are found unsuitable to work and who have to rely for assistance on the members of their families or on relatives with help from the Welfare Department. At present, the Welfare Department implements the 'Community based project' and always tries its best to meet the needs of the disabled who are confined to their home. The Welfare Department should make an assessment with the help of the Medical and Health Services and make provision of aids in their homes. The major aim of providing these aids is to make them mobile at home. The following suggestion may be helpful.

- (1) The Welfare Department must have a budget called 'House renovation grants.' This can be co-ordinated with the owner, occupier or landlords. Wheelchairs, housing stairlifts ..etc would be included. Services such as electricity must be provided in consultation with the Electric Department.
- (2) Severely disabled people at home particularly need home helps, laundry service, disposing of waste meals. etc. It is the responsibility of the Medical and Health and Municipal Departments to co-ordinate the services for each of them e.g to promote CBR ideas among the members of the family to encourage Health Officers to supervise the sanitary system and disposal system with assistance from the Municipal Department.

Housing Benefit

The Welfare Department should establish an allowance called 'Housing benefit' for disabled people who are on low incomes or disabled people who do not have work but need help to pay their rent. For example, if the rent is B\$200 monthly, under this benefit they should be subsidised for up to 80% of the total.

ACCESS

Buildings

It is always a problem for disabled people to be independent or to work in the community because many of the existing places and buildings do not have suitable access for wheelchair users, ramps, stairlifts etc.

It should be a policy drawn up by the Town and Country Planning Department that all public services provide access for disabled people. This means also adaptations and structural alternations to houses and flats to make them suitable for people with disabilities e.g ramps, the surfacing of paths to permit use by persons in wheelchairs, handrails both on stairs and in bathrooms and toilets, downstairs toilets with suitable access, shower units, stairlifts etc. The Welfare and Labour Departments should be able to help in finding the materials.

The following are some examples of access to public buildings;

1. Ramps; for uneven levels of flooring.
2. Lifts; to all floors for buildings of more than one storey, ideally the lifts should have audible signals, button panels at wheelchair level (900-1100 mm) and raised arrow heads signaling lift direction.
3. Entrances should be without steps.

4. Doorways should be wide enough to accommodate a wheelchair and the minimum width of a door should be 760 mm or preferably 870 mm.
5. Handles should be lever action type with the end turned towards the door. Handle height should be at wheelchair level (recommended level at 900-1100 mm above the floor plane.)
6. Switches and plug points.
These should be placed at wheelchair level (recommended level 900-1100 mm above the floor planes.) These must be supervised by the Electrical Department.
7. Reception counters.
These should be at a level convenient for the disabled. The recommended height for wheelchair Users is about 800-850 mm. There should also be space for the front of the wheelchair in order to allow a person in a wheelchair to get close to the counter. Recommended leg room/space should be 550-600 mm.
8. Fire exits; All floors should have emergency evacuation facilities for the disabled. This also applies to homes or flats or other accommodation for the disabled.
9. Pathways; They should be even and wide enough for wheelchairs and the surface should be hard and non-slip.
10. Toilets; All public buildings, shopping complexes, hospitals and airports should at least have one toilet designed for the disabled with facilities such as;
 - (i) Grab rails.
 - (ii) Toilet should be seat type, not the squatting type.
 - (iii) Wash basin; This should be at wheelchair height i.e 850 mm high and the space underneath should be kept clear to allow wheelchairs to get closer to the basin (see appendix 7.1)

Disabled Drivers

There are many disabled people who drive cars but have problems in meeting the standards required of normal drivers. However, this does not mean they are exempted from obeying the traffic regulations, but, as disabled persons, they should be given the facilities which enable them to avoid accidents;

(1) Car parking for the disabled.

The parking bay should be large enough to allow wheelchair accessibility (assuming that the majority of disabled drivers are paraplegic) (see appendix 7.2)

(2) Parking badges

The Welfare Department in consultation with the Land Transport Department should issue parking badges to all disabled drivers as a concession and which would entitle them to park their cars in the parking bays for the disabled people without charge or time limit. This would include vehicles supplied to them by government departments.

Jetties

These are important for disabled people who live in Water Village areas as well as for those disabled people who come to the capital by boat. There must be access to the jetty along paths level with the jetty. To achieve this ramping across sand and inclines will be needed in most places. A parking area for vehicles will be needed close to the path.

A minimum jetty width of 2400mm is required to allow free movement behind people who are sitting fishing including those in wheelchairs. The jetty surface must be smooth and have non slip boards with kick plate and handrails. Any steps should be

designed to allow a person to enter the water or boat with minimal assistance. The steps should begin at about 450 mm above the height of the jetty to facilitate transfer to them from a wheelchair. Disabled people can then use the lower handrail to help them transfer to the water or to a boat.

Any floating dock should be as nearly as possible level with the boat. The hinged ramp should have a slope no greater than 1:12 metre even at low tide. A hinged ramp of width between 900-1500 mm is recommended with a handrail on either side. (see appendix 7.3)

Public telephone booths

They should have a seat to allow a disabled person using a stick to sit while dialling or using the telephone. The telephone itself should be at a height convenient for a person in a wheelchair to use (recommended dimensions are shown in the diagram - appendix 7.4).

Pelican Crossing

Facilities should include:

- (i) Ramped kerbs
- (ii) Button panels at wheelchair level (about 900-1100mm)
- (iii) Warning signals should be both audible and visible
- (iv) These areas should be clearly indicated by disabled people signs for easy recognition. A public information campaign should be conducted by the Land Transport Department.

COMMUNITY BASED SERVICES

Although in Brunei, this kind of service has existed for some time, it has not been well-organised due to lack of staff and time. There should be initiatives by the Welfare, Medical and Health Services, Education and related departments to co-ordinate these services. In general, all the services provided are intended to help the disabled people live independently in the community. The services provided by the various authorities should include:

- (i) practical assistance in the home.
- (ii) assistance in obtaining radio, television, library or similar recreational facilities.
- (iii) provision of lectures, games, outings or other recreational facilities outside the home or assistance in taking advantage of educational facilities.
- (iv) facilities for, or assistance in travelling to and from home for the purpose of participating in any services provided by the authority or any similar services provided by other agencies eg. sheltered employment.
- (v) assistance in arranging for the carrying out of any works of adaptation in the home or the provision of any additional facilities designed to secure greater safety, comfort or convenience.
- (vi) facilities for taking holidays, whether at holiday homes or abroad and whether provided under arrangements made by the authority or otherwise.
- (vii) provision of meals at home or elsewhere.
- (ix) provision of, or assistance in obtaining a telephone and any special equipment necessary to enable them to use the telephone.

If these services are to be effectively provided it will be necessary to appoint both professional and non-professional staff with time to devote themselves to these duties.

AIDS CENTRE

It should be the duty of the Health and Medical Services Department with the co-operation of the Welfare Department to establish an Aids Centre. Such a centre is very important for the disabled people.

A wide range of body-worn surgical appliances can be obtained on the recommendation of a medical consultant. These include surgical foot-wear, colostomy and ilicostomy appliances, and arm, neck, head appliances and wheelchairs. Artificial limbs are supplied, maintained and if necessary replaced by the Health and Medical Services Department.

It is suggested that each major hospital in each district in Brunei should have its own Aids Centre so that disabled people in all areas have access to these facilities.

No import duty should be levied on articles imported for the blind, partially sighted, deaf, hearing impaired, and other handicapped people. At present Brunei does not charge import duty on any materials imported by the Government. The Aid Centre should offer information and advice about aids and equipment and display a range of aids, which the disabled people can see and try out.

MOBILITY AND MOTORING

There should be services for those disabled people who wish to drive and found to be eligible to do so. Assistance should be given to enable them to achieve this measure of independence. The Land Transport Department should undertake to negotiate with Financial Agencies which offer loans on a commercial basis, but which have shown a particular interest in the needs of disabled people. Personal loans offer a popular alternative

way to finance car purchase.

Motor Agents should be accredited by the Land Transport Department where disabled people could purchase cars. These Motor Agents should be those who are able to make conversions and who stock specialised vehicles which can be driven by the disabled. They would need to be able to provide devices to assist access to a car such as separate wheelchair loading, or modifications to the accelerators.

ARTS, SPORTS, LEISURE INCLUDING HOLIDAYS

To ensure that the disabled people have opportunities to enjoy a wide range of recreational activities, the Welfare Department with the co-operation of other relevant departments, such as Youth and Sports, Municipal Board, Language and Literature Bureau etc could also provide lectures, games, outings and many other leisure pursuits including social and youth clubs. They could also operate a travelling library service which would call regularly at the homes of those who are unable to visit libraries. There should be access for disabled people in sports centres and outdoor pursuit centres. There also needs to be more help from the voluntary organisations.

The Welfare Department should co-operate with travel agencies to make arrangements for the disabled people who wish to spend holidays abroad. The Welfare Department, if necessary could contact the authority concerned in the country where the disabled people are going. It is essential for the Welfare Department to get support from the voluntary organisations. However, the disabled people would themselves be responsible for the costs of their holiday.

The Broadcasting and Information Department could provide comprehensive information about government services especially those provided by the Welfare Department for disabled people.²⁴

There should be more books and other publications concerning the disabled people especially full information about those materials designated especially for them, if those materials are not available in the aids Centre such as braille and moon type books. Apart from information disseminated through the mass-media, there should be talks concerning the services available. This must be considered as a routine duty for all authorities concerned.

CONCLUSION

The study has attempted to describe a selection of procedures for direct provision for the disabled in Brunei Darussalam. It has not attempted to devise elaborate, models of provision but rather to shift the balance from theory to practice.

Since Brunei is a small state with a small population it has the capacity to provide all necessary facilities and services especially through the Education, and Medical and Health Services Departments. It would however be premature to suggest that the Welfare services in Brunei should establish all the programmes which are available in most European countries.

It is very important for the public and the disabled people themselves to understand the real aim of rehabilitation provision, that is, not to express pity but to give opportunity. The attitudes to the disabled are as important as the practical services provided for them:

1. Parents and members of the family's participation

Every member of the community and especially parents or family members must be able to accept the disabled as people with a future and feel responsibility for helping them to achieve their potential. Parents should learn to treat their handicapped children as nearly as possible as they treat their normal children with no suggestion of segregation, be willing to take care of them and make them feel that they are accepted in society and are able to participate in the development of the country. It is the duty of the parents and the family members to co-operate with the authorities concerned in finding ways towards the solution of any problems.

Parents should be willing to accept counselling in making the rehabilitation programmes for their children a success. They should always be ready to participate and make use of the services provided by the authorities through rehabilitation programmes such as primary health care, agricultural projects, primary education or pre-nursery and vocational centres. If these services are to be fully effective, the parents should know what is available and co-operate with the authorities. And however good the public services, the disabled will always to some extent depend on the informal provision which is made by the family.

2. Public participation in the provision of services to the disabled

There are two aspects to the development of public participation.

- (i) There is the notion of dependency. Most people who approach the social services or who are approached by them are in need of help of some kind.

- (ii) The involvement of voluntary agencies in the provision of personal welfare and social services.

Every member of the community should have a feeling of responsibility towards those who are handicapped. Without help by members of the public either individuals or voluntary organisations, it would be very difficult for the authorities to implement provision for the disabled people. So there should be close ties between voluntary agencies and the authorities, it is hoped, in the future that more volunteers and voluntary organisations will come forward to give moral support and assistance to the disabled. There should be more involvement of disabled people in activities such as Scouting, Guides and outings. It would be useful if the various clubs and associations could co-operate in these activities. 'Physically Handicapped and Able Bodied Clubs could be established which would not just help the disabled people but also destroy the barriers of fear, ignorance and prejudice'.²⁵

3. Education of the public

The public must give their support and be able to accept the disabled people in the community. The more the disabled are integrated into society as a whole the better will be the attitude of the public towards them. We cannot afford to segregate and discriminate against in our society for the consequence could be both social and moral problems. So it is suggested that the authorities concerned such as Welfare, Education, Labour, Medical and Health Services Departments organise workshops and seminars for both normal and disabled people. These activities would aim

- (i) to promote awareness among the participants of the problems and needs of the disabled.

- (ii) to give information on provision for the disabled.
- (iii) to give information to the public about the disabled people and their needs both economic and social.
- (iv) to encourage parents, the public and private organisations to play a part in helping handicapped people.

Such activities should be carried out on a regular basis and in co-operation with international organisations concerned with the welfare of the disabled.

Also, it is recommended that there should be education of the public through mass media such as campaigns, television, newspapers, pamphlets and religious talks.

The cost of implementing the proposed provision for the disabled will be considerable but the benefits, not only to the disabled, but also to the country as a whole, will be substantial. The maximum value will be obtained from the expenditure if the following steps are taken:

- (1) concentration on preventive measures; improving the environment, housing, planning and sanitation.
- (2) early prevention of illness
 - (i) primary prevention
 - public education about health
 - improvement of socio-economic standards
 - preventive medical measures
 - genetic adaptation
 - (ii) secondary prevention
 - early identification and treatment of hereditary disorders
 - medical and surgical treatment of other conditions eg. hydrocephalus

- early recognition and handling of children with specific handicaps eg. blindness and hearing defects
- prevention of emotional and behavioural disturbances
- early recognition of mental retardation
- enhancing the self-image of the mentally retarded child
- professional medical guidance in coping with children's vulnerabilities
- early identification and treatment of the culturally deprived child

(iii) tertiary prevention

- treatment of behavioural/personal difficulties
- behaviour modification
- parent information
- institutional care
- physical rehabilitation
- vocational rehabilitation
- speech therapy
- special education
- social integration and normalization

(3) Staff training

It is suggested that all authorities involved in the provision for disabled people should send their staff for appropriate training courses. In the majority of countries, staff who are working with disabled people need to have professional qualifications, such as the Certificate for teaching children with Special Needs, Certificate or Diploma in teaching Deaf and Hearing Impaired People, and Certificate in Social Work. It would be possible for the Brunei Government to conduct such courses locally by recruiting specialists from abroad.

Attending conferences or seminars internationally will be also be useful for them.

Lastly, it is essential for Brunei to undertake a comprehensive survey and define clearly the categories and needs of the disabled. The appropriate authorities should be empowered to make all necessary arrangements to promote the welfare of persons who are blind, deaf, dumb or who suffer from mental disorder of any description and other persons who are substantially and permanently handicapped by illness, injury or congenital deformity or other disabilities as may be specified in the legislation.

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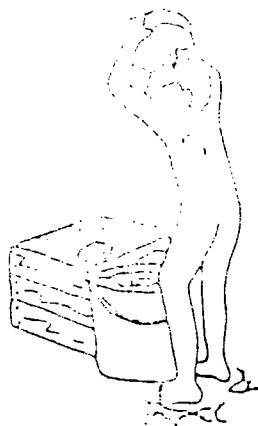
Appendix 6.1

(a) ACTIVITIES: Washing and bathing

step 1



step 2



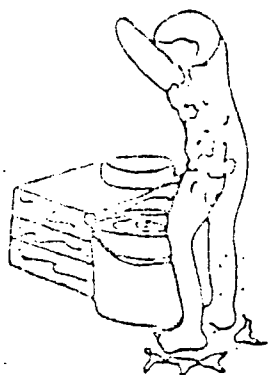
step 3



step 4



step 5



step 6

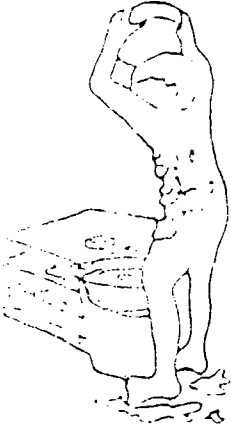


Appendix 6.1

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WASHING AND BATHING

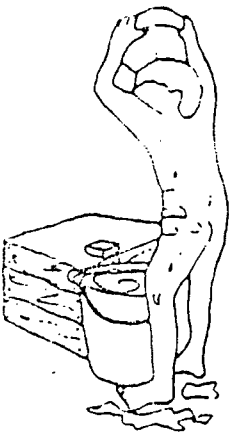
step 7



step 8



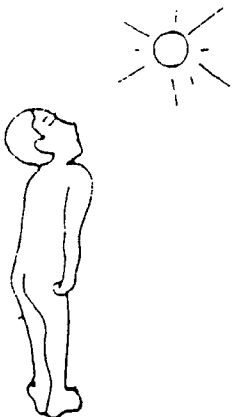
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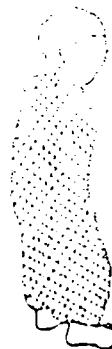
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step 11

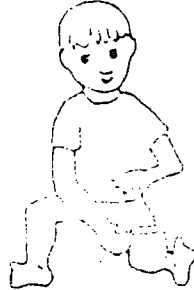


step 12



(b) ACTIVITY: Drinking

step 1



step 2



step 3



step 4



step 5



(c) ACTIVITY: eating

step 1



step 2



step 3



step 4



step 5



step 6



Source;

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Appendix 7.1

BUILDING AREAS

1. The carpentry workshop needs to accommodate 20 people at any time. Therefore, the size of the room needs to be 60' X 40' or 2,400 sq. ft
2. A room for tailoring, handicraft and office work needs 60' X 40' or 2,400 sq. ft with 20 people maximum.
3. Welding room for 10 people maximum. The room needs to be at least 40' X 30' or 1,200 sq. ft
4. Gymnasium building for 10 - 12 persons. The size of the room needs to be at least 40' X 30' or 1,200 sq. ft
5. Assistant Supervisor's room is 10' X 12' or 120 sq. ft
6. Area for agricultural/poultry activities at least 2,500 sq. ft

SHELTERED WORKSHOP BUILDING

1. If the workshop is designed for 30 to 40 persons, the size of the room should be at least 50' X 100' or 5000 sq. ft which includes a store
2. Assistant Supervisor's room is 10' X 12' or 120 sq. ft
3. The outside need to have spaces for carpets.

In order to run the vocational training efficiently, there needs to be sufficient equipment or tools as following;

- (i) Carpentry training needs;
 - Surface planner/jointer,
 - Thicknessing planer,
 - Spindler moulder/wood shaper
 - High Speed Router,
 - Wood lathe,
 - Dust collector,
 - Drilling machine,
 - Solid Centre Anger pits,
 - Portable Electric All-purpose Saw,
 - Portable Electric Planer,
 - Saw Sharpening machine,
 - Portable Electric Disc. Sander/Grinder,
 - Portable Electric Drill,
 - Portable Electric Cutter,
 - Wood Twist Drills,
 - Carpenter's Hand Tools

(ii) Tailoring training needs;

Single Needle locksmith industrial sewing machine single phase 13 amp,
 Automatic straight knife cloth cutting machine,
 Button holes machine motor $\frac{1}{2}$ h.p.,
 Single needle chain stitch over edging machine motor $\frac{1}{2}$ h.p.,
 Long tables,
 Button Sewer Machine motor $\frac{1}{2}$ h.p.,
 Scissors,
 Tailor mirror,
 and other types of equipment and tools.

(iii) Welding training needs;

Hydraulic press,
 Pedestrial grinder,
 Drilling machine,
 Buffing machine,
 Portable pipe cutting machine,
 Spot Welding machine,
 Spot Welding Gun,
 Gas Cyclinder Co2,
 Gas Cyclinder Organ,
 Gas Cyclinder mixed gas,
 Gas Reduction Valve,
 Gas Regulator,
 Spark lighter,
 Gas welding and cutting torch set,
 Welders apron,
 Gas welders goggles,
 Welders hand shield,
 Welder gloves,
 and other hand tools.

These are the basic tools needed in the training courses.

Appendix 7.2

<u>Name of appointment</u>	<u>number needed</u>	<u>remarks</u>
Head (as the Director of the Handicapped Centre)	1	Tr. teacher qualified in Special
Deputy Head (as the Deputy Director of the Handicapped Centre)	1	Education and Social Studies
<u>Special Education Unit</u>		
Supervisor	1	Tr. teacher qualified in Special Education
Trained teachers in Special Education	4	
Trained teachers in teaching Children with hearing diffects	4	
Trained teachers in teaching Children with Visual handicaps and partially sighted	2	
Trained teachers	4	
Educational Psychologist	1	
Assistants	6	
<u>Guidance and Counselling Unit</u>		
Guidance and Counselling Officer	2	qualified
Social Worker	4	in Guidance
Welfare Laision Officer	1	& Counsell- ing/Career
<u>Vocational Unit</u>		
Supervisor	1	qualified in Vocational courses
Tailor Instructor	1	
Carpentary Instructor	1	
Welding Instructor	1	
Handicraft Instructor	1	
Office equipment Instructor	1	
Trained teachers	2	
Assistants	6	
<u>Sheltered Workshop Unit</u>		
Supervisor	1	
Tailor Instructor	1	
Furniture Instructor	1	
Storekeeper	1	
Assistants	2	
<u>Administration Unit</u>		
Clerk/Secretary	4	
Storekeeper	3	
receptionist/telephone operator	2	
and other subordinate staff	15	

*Medical Unit

Medical Officer	1
Physiotherapist	1
Occupational therapist	1
Speech therapist	1
Nurses	2
Assistants	4

* can be seconded by Medical and Health Services Department

Appendix 7.3

In the Handicapped Centre, there need to have following necessities;

An office for the Head of the centre	- 400 sq.ft	
Deputy Head's office	- 300	"
Administration General Office	-1200	"
Conference room	- 500	"
Special Education Unit Supervisor's room	- 240	"
Commonroom for Special Education Unit staff	-1200	"
Educational Psychologist's room	- 240	"
Guidance and Counselling Officers room-	350	"
Welfare Laision Officer's room	- 240	"
Social Workers' room	- 400	"
Counselling room	- 240	"
Vocational Training Unit Supervisor's room	- 240	"
Commonroom for Vocational training Unit staff	-1200	"
Auditorium	-4000	"
Dining hall	-4800	"
Dobby room	-1800	"
A mini mosque/prayer room	-1800	"
Kitchen with store	-2000	"
A playground or field with tracks	- 400	"
An area or space for agriculture/poultry	- at least 2 acres	

All sections to be connected by covered way and ramps. Special facilities whould be prepared in all toilets.

Medical Officer's room	- 100 sq.ft	
Physiotherapy or Hydrotherapy room	-3000	"
Occupational therapy room	-1200	"
Speech therapy room	- 400	"
Examination/record roon/sick bays	-1500	"
Gymanisium	-1200	"

Classrooms for mentally retarded pupils (2 units),	2400 sq.ft	
Classrooms for hearing impaired pupils (2 units),	2400	"
Classroom for vision impaired pupils (1 unit),	1200	"
Classrooms for physically handicapped or multiple handicaps (1 unit),	1200	"
Audio visual aid room,	1200	"
A vocational Unit office,	1200	"
A room for tailoring,	1200	"
A handicraft room ,	1200	"
A welding room,	1200	"
A woodwork room,	1200	"
Sheltered workshop Unit Supervisor's room,	240	"
Basket ry project's room	1200	"
Tailoring project's room,	1200	"
Furniture project's room,	1200	"
Envelopes making project's room	1200	"

Staffquarters;

Resident for the Head of the Centre,	1 unit
Resident for the Deputy Head of the Centre,	1 unit
Supervisors' resident,	3 units
Medical Officer resident ,	1 unit
Subordinate staff resident,	20 units

Equipments need for medical rehabilitation

Physiotherapy service;

1. Indoor pool 30'X15' with sloping floor for depth control and underwater hand railings.
2. Adjustable parallel bars made of chromium plated precision steel tubing.
3. Bicycle exerciser with speedometer and odometer.
4. Rowing machine

- 5.Stall bars with uprights and rings of polished handwood, 3'X8' for each sections.
- 6.Heavy duty pulley-weight system for shoulder,elbow and chest exercises.
- 7.Exercise staircase
- 8.Ankle and leg exerciser
- 9.Shoulder wheel (wall mounting)
- 10.Kenaval exercise bench
- 11.Adult Walkers-preston type
- 12.Elbow crutches-adjustable
- 13.Wheelchair
- 14.Collapsable model wheelchair with removable arm rests.

Occupational therapy service;

- 1.Hand assessment equipment
- 2.Sling arm suspensor
- 3.Standing base
- 4.Wheelchairs
- 5.Revolving stools
- 6.Equipment for pottery,Batikwood carving table loom and painting
- 7.Lathe small with accessories
- 8.Fresh-saw machine with accessories such as bicycle type or electric
- 9.Treadle machine
- 10.Power drill
- 11.Electric hand saw

Special Education service;

- 1.Braille
- 2.Braille writing and shorthand machine
- 3.Therform machines
- 4.Closed circuit tv
- 5.The optacon
- 6.Hearing aids including charging machine
- 7.other Audio Visual Aids

Appendix 7.4

Suggestion for committee of ministries

Minister of Welfare Services
(Adviser)



Chairman
Director of Welfare Department



Secretary

Head of the Handicapped Rehabilitation
Centre of Welfare Department

Committee Members;

Chief Social Welfare Officer,

Head of the Remedial Unit of Education
Department, Ministry of Education,

Representative of Physiotherapy Unit
Ministry of Health,

Representative of Occupational therapy
Unit Ministry of Health,

Pediatrician, Ministry of Health,

Educational Psychologist, Ministry of
Welfare,

Social Welfare Medical Officer,
Ministry of Health,

Labour Department's representative,
Ministry of Internal Affairs,

Welfare Liaison Officer, Ministry of
Welfare,

Guidance and Counselling Officers of
both Welfare and Education Departments.

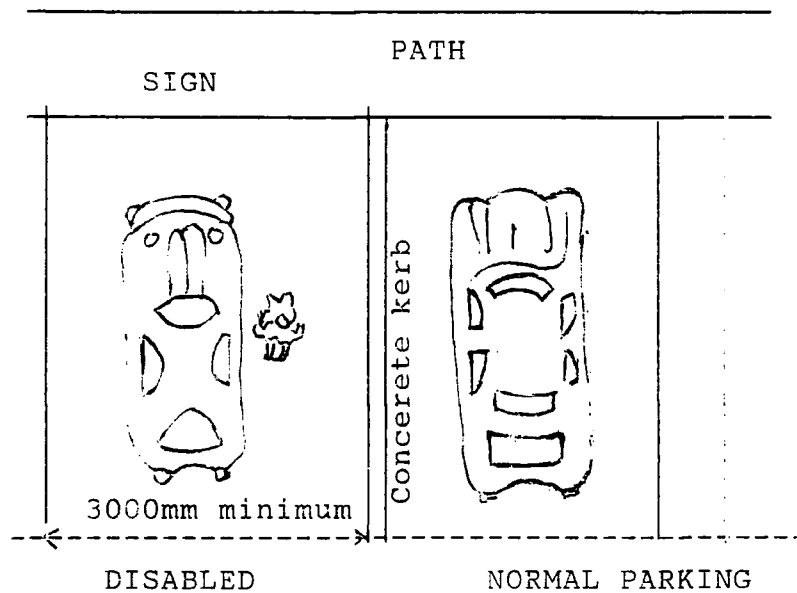
Appendix 8.1

Proposed dimensions for parking bay

Gradient: level surface

Width : Minimum 3,000mm

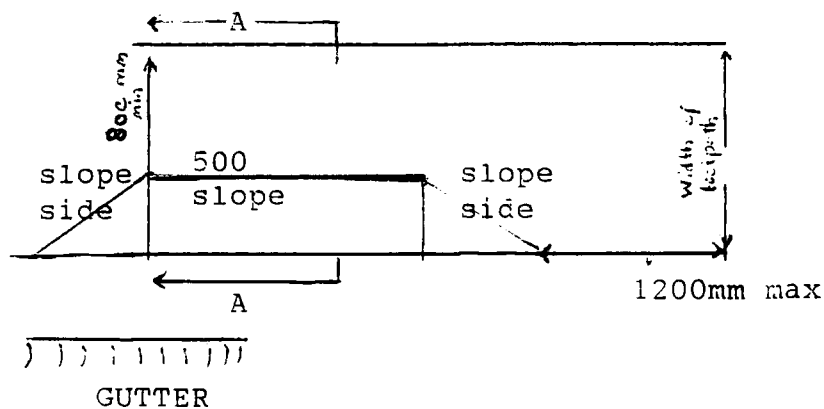
Location : Parking for the disabled should be adjacent to the cross route (see diagram) identified and reserved by a raised sign and separated by concrete kerbing to prevent overlapping by adjoining parking.



Kerb; to be ramped (see diagram)
proposed dimensions

Gradient ; 1.6 max

Profile ; the kerb should drop to be level to the adjacent roadway with a recommended distance of 1200mm from the gutter to footpath.



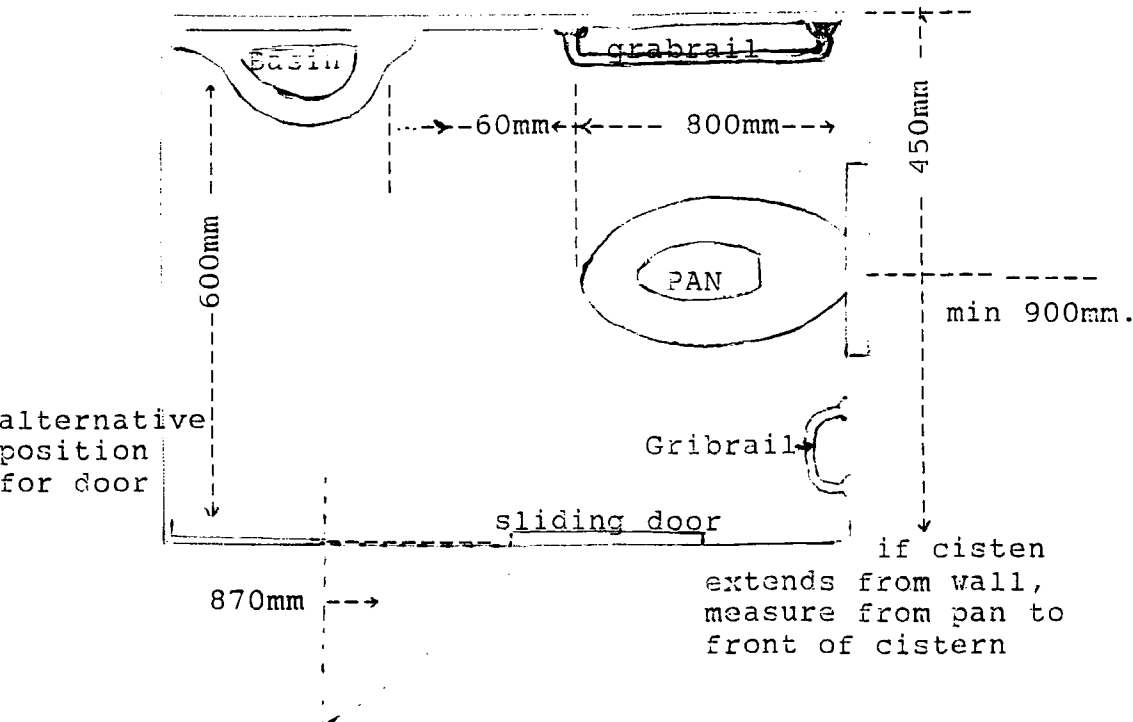
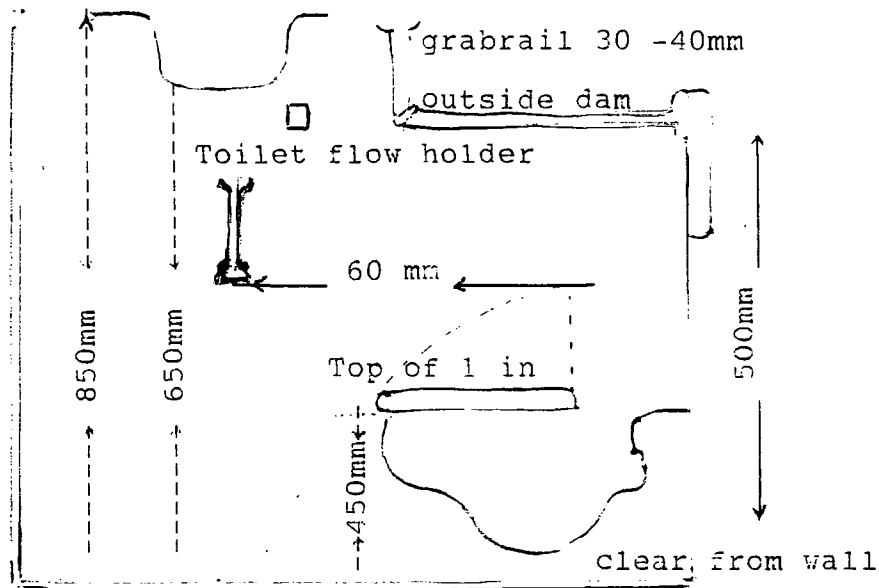
Appendix 8.2

Plan of a toilet for the disabled

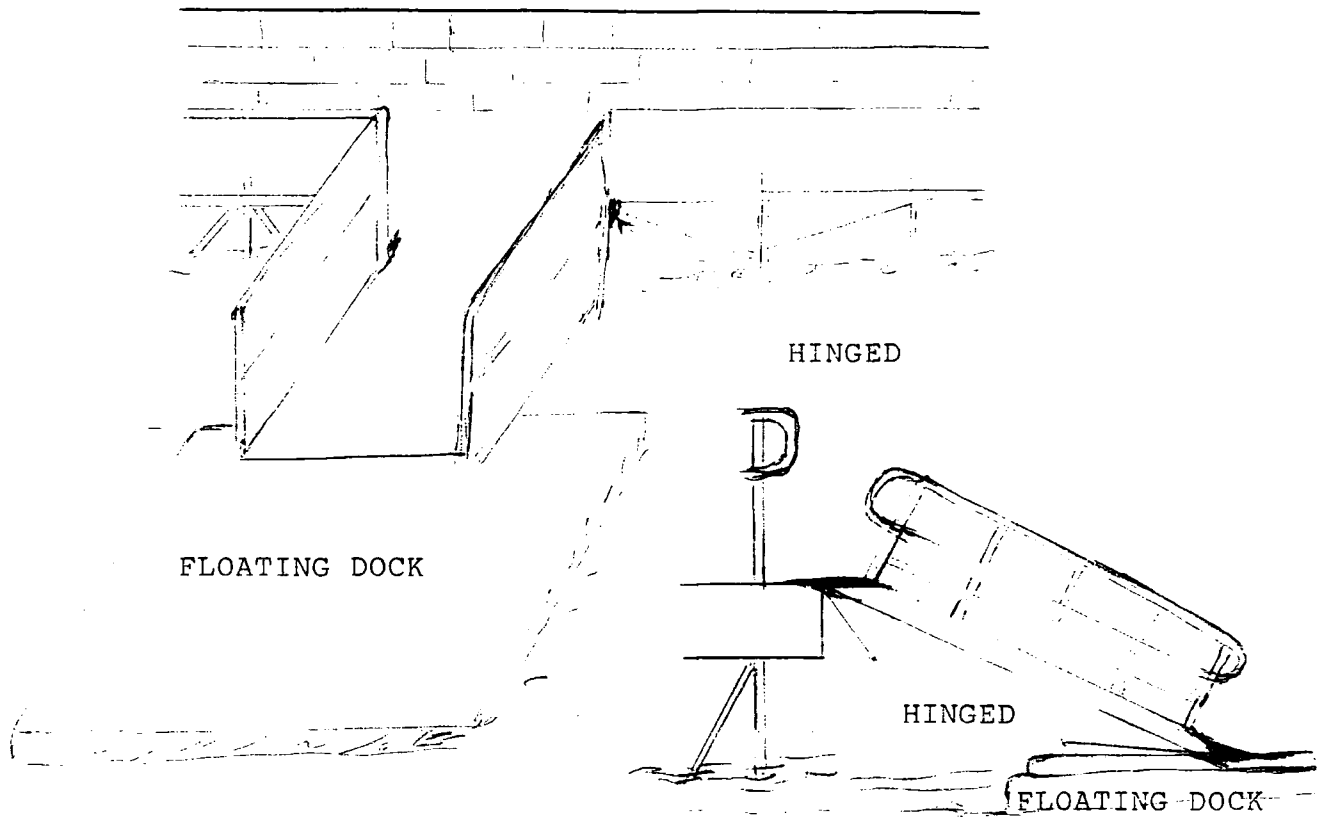
(This is also can be adapted in their homes)

ELEVATION

PLAN



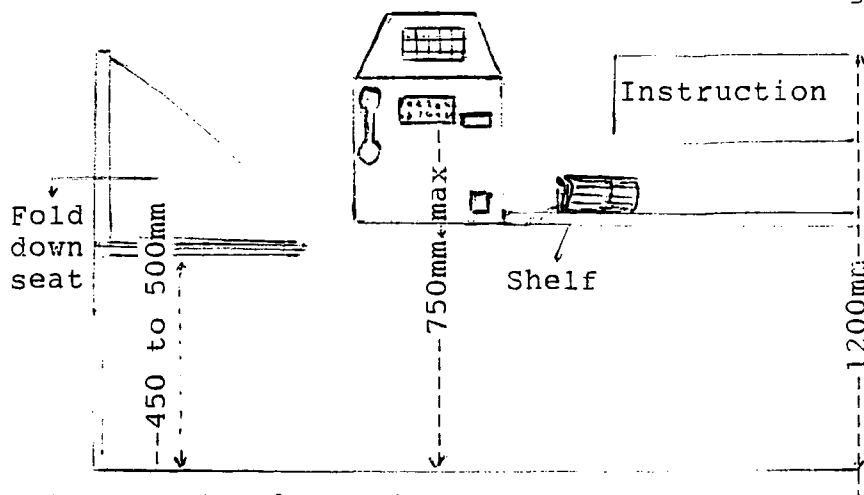
Appendix 8.3

Examples of jetty

Appendix 8.4

Public telephone booth

(Recommended dimensions as shown in the diagram).



note: not to the scale

